

CHAPTER 2 : THE NATURE OF TEACHER TRAINING IN SOUTH AFRICA

2.1 ORIENTATION

For the past decade teacher training in South Africa has been subject to much scrutiny. In terms of the findings of the National Teacher Education Audit (Edupol, 1995: 22) the quality of teacher training is very uneven across all sectors of providers. Although there are pockets of excellence and isolated examples of real innovation, on the whole, the products of teacher training are ill-prepared for the realities of South African schools, a democratic society and the changing global context (DoE, 1997a:31).

The vision and many of the principles emerging in recent teacher training forums and documents, have at its center a community of committed and competent teaching professionals who can inspire, enable and organise systematic learning and help to establish and sustain peaceful and purposeful learning environments (Pendlebury, 1996:9). However, teacher training in South Africa is increasingly described as fragmented, superficial, lacking in substance and outdated. Teacher training is notorious for presenting knowledge in a disconnected manner; theory is unrelated to practice, and instructional practices are unrelated to learning and development (Pendlebury, 1996:7).

Shanker (1996:220) states that many of the attributes that characterise a profession are not hallmarks of the teaching profession. To be considered a true profession, an occupation must have a distinct body of knowledge that underpins the profession and forms the basis for delivering a high-quality service to clients; define for itself the nature of the training required of those who wish to enter the field; require rigorous training to acquire the knowledge and skills necessary to practice the profession; require that practitioners continue to learn about advances in the field, and have the respect of the larger society. If teaching is to become a true profession, high quality pre-service education must be delivered to prospective practitioners (Shanker, 1996:221).

Teacher training policy recommendations are premised on the view that the primary purpose of teacher training is to improve the quality of professional practice and thus

to improve the conditions of learning for all South Africans (Pendlebury, 1996:28). Teacher development has the awesome task of playing a central role in the commitment to national reconstruction and development within a context of global change.

Minister Bengu made the following statement during his opening address to the National Teacher Education Audit Workshop on 17 April 1996: "My Ministry's vision of education has been expressed in the White Paper on Education and Training. That vision takes its bearing from the Constitution, which acknowledges past evils and conflicts, and in their place offers a national agenda of reconciliation, leading to national unity, well-being and peace...Teacher Education is central to the transformation of education and to the reconstruction and development of our country" (Pendlebury, 1996:9). A focus on quality and quality assurance mechanisms is a critical necessity to improve teacher training if it has to play such a role in the future of South Africa (DoE, 1997a:13).

Quality in teacher training must be related to the extent to which it assists the country to develop the human skills required for reconstruction, development, consolidation of democracy and economic growth in a competitive global economy (DoE, 1997a:14). Wise (1996:192) states that in order to ensure quality in teaching, it is time for the profession to develop and embrace a system of quality assurance that is already used by other professions.

Pendlebury (1996:25) suggests that teacher training institutions should conduct quality assurance as an ongoing, participatory, developmental and collaboration process. A systematic approach to quality assurance is crucial to this end. The development of such a quality assurance system will, however, be dependent on an understanding of the nature of teacher training.

2.2 THE EXISTING SITUATION REGARDING TEACHER TRAINING

Government publications and policies use the terms "teacher training" and "teacher education" as synonyms. The terms "teacher training" and "teacher education" will therefore be used accordingly in this chapter.

2.2.1 Historical context

The National Teacher Education Audit revealed that there are about 281 institutions providing teacher education to some 480 000 students/participants, making teacher education the largest single sector of higher education in South Africa (Edupol, 1995:23).

As a result of the legacy of apartheid and the challenges of a developing country, South Africa has numerous problems regarding the structures and practices relating to teacher education. South Africa has never had a coherent national policy for teacher supply, utilisation and development and the governance of teachers has been fragmented among different departments. Historically, control over teachers and teacher education was an area of dispute between the provinces and central government. Seventeen different employing authorities took responsibility for managing the development and utilisation of teachers. The fragmentation of teacher policy was exacerbated by a division between the planning of pre-service education and training (PRESET) and in-service education and training (INSET) in each department (DoE, 1997a:18).

The establishment of the Government of National Unity in 1994, led to the process of dismantling and reconsolidating the different departments of education into nine provincial education departments. The Interim Constitution provided for powers in education to be shared by the national and provincial levels. The national level had the responsibility for universities and technikons as well as general policy, norms and standards for education and training. The provincial level had the responsibility for colleges of education (DoE, 1997a:18).

The White Paper for the transformation of Higher Education (SA, 1997b:17) made tertiary education the responsibility of the national government. This makes it possible for the control of colleges of education to be transferred to the national ministry.

According to the Department of Education (1997a:34) the National Teacher Education Audit (1995) revealed that teacher supply, utilisation and development in South Africa have been hampered by the lack of a national vision and mission, coherent policy frameworks and implementation strategies, as well as inadequate teacher education curricula, quality assurance and capacity building. Although the

country can take comfort from the fact that the scale of both PRESET and INSET is considerable and generally sufficient for our future needs, the effectiveness of most teacher development is questionable and is often a very inefficient exercise. In short, the country is producing and training lots of teachers of poor quality at considerable cost to the state and private donors. The majority of teachers are ill-prepared for the realities of South African schools, a democratic society and the changing global context. Moreover, in general, they are inequitably deployed, ineffectively utilised and poorly managed. The Technical Committee (DoE, 1998:5) states that the above situation is aggravated by a breakdown in the culture of teaching and learning, manifested in disruptive behaviour, a lack of discipline, school boycotts and social crime.

The urgency for the development of a national policy framework for teacher education, through which the current shortcomings and weaknesses of teacher education can be addressed, can not be over-emphasised (DoE, 1997a:6).

2.2.2 A national policy framework for teacher education

A conceptual policy framework for teacher education should incorporate the aims for teacher supply, utilisation and development; relevant key concepts and definitions; values and the principle of quality (DoE, 1997a:8). These aspects will now be discussed.

2.2.2.1 Aims for teacher supply, utilisation and development

The Department of Education (1997a:8) sub-divides the goals of systematic coherence into three key aims:

- The primary purpose of teacher development is to improve the quality of professional practice in order to improve the quality of learning for all South Africans.
- The aim of teacher supply policies is to ensure an adequate, cost-effective supply of qualified, competent teaching professionals for all levels of learning, all subjects and all parts of the country.
- The aim of teacher utilisation policies is to ensure that teachers are effectively and equitably utilised.

2.2.2.2 Key concepts and definitions

According to the Department of Education (1997a:9-11), Shanker (1996:220-224) and Shalock (1987:59-60) international and local experience and debates suggest that a clear understanding of the following key concepts and definitions is vital to inform a new set of policies for teacher education :

- The term **teacher** has been understood traditionally in South Africa in its narrow sense to refer to teachers in primary and secondary schools. This narrow definition is increasingly under attack because of the growing importance of early childhood development, adult basic education and training, teaching and training in industrial and other sites, the frequently poor quality of teaching in many further and higher education institutions as well as the similarities in the practices of teaching, training and of community development. Tendencies to broaden the conception of teaching have been reinforced by such ideas as "life-long learning" and of modern society as a "knowledge society". Consequently, a broader definition of the concept "teacher" is suggested to encompass all those who organise systematic learning.
- **Teaching** is the practice of organising systematic learning. This definition breaks down the traditional dichotomy between "contact" and "distance" teaching because it places more emphasis on competences, such as the design of programmes of systematic learning and the provision of productive feedback to learners, rather than the "face-to-face" performance of a teacher before a class.
- **Teacher education** must be distinguished from general post-secondary education and be understood and treated as a form of professional education. The definitive purposes of professional education are to develop competences in a practice informed by theory and an ethical commitment to the ideals of the profession. In keeping with the broader definition of "teacher", teacher education should be understood as including the education of teachers in a wide variety of settings.
- **Professionalism** incorporates appropriate values and ethical commitment, as well as the concepts, knowledge, skills and judgement required for professional practice. A distinction can be drawn between professionalism which refers essentially to the manner in which practitioners execute their practice, and

professionalisation which seeks to raise qualifications and status and consequently can have exclusionary effects.

- **Teacher productivity** refers to the contribution that a teacher is able to make to student learning by applying inputs that are relatively variable in the short run (teaching time, classroom management, etc.) to inputs that are relatively fixed in the short run (student abilities, attitudes, etc.). Given this definition, the contribution to student learning, rather than the level of student learning, defines teacher productivity.
- A **qualified teacher** in South Africa is a teacher that obtained at least a Standard 10 certificate and a three-year professional qualification (M+3)

The DoE (1997a:10) regards this definition as problematic, as it stresses qualifications rather than competence or professionalism. Consequently, it would be possible for a teacher to have the requisite M+3 qualification but not be competent in the classroom nor professional in conduct and vice versa. Furthermore, this definition may have to be re-examined in terms of the broader definition of a teacher in order to encompass education training and development practices as well as the fields of early childhood development, adult basic education and training and vocational education and training. In future the terms of the NQF, namely competence and criteria, will be used to determine whether a teacher is worthy of qualified status.

- An **unqualified teacher** has no professional qualification but may have an academic qualification such as a degree.
- An **under-qualified teacher** is professionally qualified but with less education and training than M+3.
- **Curriculum** is a comprehensive term referring to the goals, content, methodology and evaluation of learning
- **Syllabus** has a narrower meaning than curriculum and only refers to the content of learning, generally in a particular subject

- The term **programme** refers to the configuration of subjects which have to be taken in accordance with rules and regulations which have to be satisfied in order to obtain a defined qualification
- **Specialisation** within programmes refers to the training of teachers for a specific phase in the school system
- The term **subject** refers to the different areas of study which are separately named as components of a degree, certificate or diploma programme and which have a defined syllabus or content
- **Open learning** is an **approach** to education which seeks to transform the nature of educational opportunities and to remove all unnecessary barriers to learning in order to enable as many people as possible to take advantage of meaningful learning opportunities throughout their lives. In future, education will cease to be something that only occurs within the walls of a school, conducted by the teacher and aimed principally at young people. The focus should move to the learner and the outcomes of learning. Learning should take place in a number of contexts, in a multiplicity of sites, through a variety of mechanisms and for people of all ages.
- **Distance education** is a mode of education which involves a variety of methods for providing structured learning at a distance

2.2.2.3 Values

Five core values underpin the reconstruction for education and training, namely (DoE 1997a:12):

- Democracy

This value involves learner-oriented and pluralistic philosophies of education and stakeholder involvement in governance, as well as the professional accountability of teachers and teacher educators.

- Liberty

This value involves the importance of encouraging the development of strong critical abilities in learners, safeguarding freedoms such as freedom of expression and association and accepting cultural differences.

- Equality

The value of equality refers to the removal of gender and racial bias and redress of inequalities.

- Justice

This value involves student support of various kinds, upgrading of disadvantaged institutions and capacity-building programmes.

- Peace

The commitment to peaceful learning environments would involve the establishment of clear grievance procedures, conflict-resolution training and human rights education.

2.2.2.4 The principle of quality

The Department of Education (1997a:13) states that a focus on quality is critical to the improvement of teacher development in South Africa. Given the reconstruction and development agenda of the country, educational purposes must be consonant with the social and political goals of the new South Africa. Quality is related to the effectiveness with which the goals appropriate to a particular context are achieved.

In future, quality should be broadly conceived in terms of competences and outcomes. A minimal definition of "quality", in terms of broad and transparent quality indicators, needs to be initiated and providers should identify more detailed indicators focused on competences relevant to the programmes for which they are accredited (DoE, 1997a:14).

The National Teacher Education Audit (Edupol, 1995:22) revealed that most of the concepts underpinning teacher education are inappropriate as a foundation for teacher education in a new South Africa. Any attempt at understanding teacher education in South Africa must involve an exploration of underlying concepts and philosophical issues which international literature and experience have indicated to be of value in the sphere of teacher education. These concepts and philosophical issues will now be discussed in relation to the existing situation regarding teacher education in South Africa.

2.2.3 Concepts and philosophical issues relating to the existing situation of teacher education.

2.2.3.1 The continuum between PRESET and INSET

Although there is general support for the concept of closer linkage between PRESET and INSET, and recognition of the need to consider teacher education as a life-long process, few teacher education institutions have made attempts to establish this linkage (Edupol, 1995:20).

2.2.3.2 Developmental growth paradigm

The present teacher education curriculum necessitates a curriculum that is based on developmental and sequential approaches to learning. Although several staff members and student leaders call for a curriculum which focuses on learning processes, this is not a generally held view (Edupol: 1995:20).

2.2.3.3 Teacher competence as effective classroom teaching and learning

In general, lecturing staff view teacher education as an end in itself and not as a means to the end of student learning or national goals. According to the National Teacher Education Audit: (Edupol, 1995:20) theory and practice are disconnected and teaching experience is deficient because the expertise that in many cases exists in the teaching corps is insufficiently linked to teacher education and its goals.

2.2.3.4 Core values

The core values of democracy, liberty, equality, justice and peace are not yet embedded in the ethos of teacher education. In some instances redress principles are applied in the admission of students but in the institutions where racial integration has occurred, assimilation to the dominant previous culture is typical (Edupol, 1995:21).

2.2.3.5 Key principles

Teacher education institutions acknowledge accountability to the State in terms of examinations and financial controls rather than quality. Critical thinking is hampered by final examinations in the majority of teacher education institutions. Presently, lecturing and learning methods continue to favour rote learning (Edupol, 1995:21).

While the importance of recognising diversity in terms of language, culture and religion is expressed by most managements, staff and students, the reality is that most institutions are still locked into the ethnically based divisions of the past (Edupol, 1995:22). There is no coherent philosophy to address learner diversity, nor is there any evidence that curricula are context specific.

Although students expect to be employable nationwide, the quality of their education, their limited experience of other cultures and the mono-culture of their own institutions make this very difficult (Edupol, 1995:22).

2.2.3.6 The process of reconstruction

All teacher education institutions realise the need for change and there is a general commitment to the core values in the White Paper and the goals of the Reconstruction and Development Programme. However, in most teacher education institutions, there is a lack of vision and limited forward planning to effect structural transformation (Edupol, 1995:23).

2.2.3.7 Leadership

Strong leadership is lacking on the whole and great variation in leadership style exists. Where some managements are proactive decision-makers, other display an authoritarian, yet efficient managerial approach (Edupol, 1995:24).

2.2.3.8 Professionalism

The major focus of any teacher education curriculum should be to foster professionalism. According to the National Teacher Education Audit (Edupol, 1995:25) few teacher education institutions are able to do this.

2.2.3.9 Isolation

Teacher education institutions are generally isolated from the schools that they serve. Tension often exists between teacher education institutions and schools, and manifests at times such as teaching practice when teachers resent the instruction of students and use the opportunity to abandon their responsibilities to these students (Edupol, 1995:27).

2.2.3.10 Students

The lack of commitment of large numbers of students to the profession is a serious problem for teacher education institutions because it is subverting their professional mission and forcing the institutions to expand beyond the needs of the schools.

A large proportion of students are not committed to teaching and merely want a tertiary qualification as a means to further study or an occupation outside teaching. Generally students show little awareness of and interest in wider educational and societal issues, outside of political flash-points and financial issues such as bursaries. Improving the quality of teacher education is thus significantly dependent on the development of alternative access routes to post-secondary education (Edupol, 1995:51).

2.2.3.11 Curriculum

The curriculum in all teacher education institutions has been subject to national criteria. There was, however, considerable variation in the interpretation of these criteria. Most teacher education institutions have shown little initiative to challenge the system and not much evidence exists in terms flexibility and innovation (Edupol, 1995:58).

In general, teacher education curricula are overloaded and repetitive, dominated by theory and underpinned by inappropriate philosophies. A survey of teacher education work programmes has revealed an enormous range in approaches and uneven quality that exists in teacher education institutions as a whole (Edupol, 1995:58).

The components of theory and practice are not integrated and do not reflect the direction of the new South Africa or the latest international advances in knowledge. Hence students are ill-prepared for diverse teaching contexts such as large classes, multi-cultured and multi-lingual classes and multi-grade classes.

There is a general recognition that too few teachers are being produced in the scarce subjects of mathematics and physical science. A shortage of suitably trained staff and students with an appropriate subject foundation, interest and talent are also constraining factors (Edupol, 1995:62).

In many teacher education institutions students acquire a superficial knowledge of their teaching subjects, so much so, that INSET agencies have found that they have to spend considerable time improving teachers' subject knowledge before they can introduce innovative approaches (Edupol, 1995:59).

2.2.3.12 Underlying philosophy

In the past the dominant philosophy that underpinned teacher education in South Africa reflected the conservative values and attitudes of an authoritarian, hierarchical culture. The philosophic perspective that underpins courses in education ranges from the fundamentalist to the radical. According to the National Teacher Education Audit (Edupol, 1995:59) curriculum revision is apparent although the changes are often very cosmetic. The tension between conflicting educational ideologies is exacerbated by lecturers who were trained in one paradigm but have to operate in another.

2.2.3.13 Teaching practice

In general students have very limited exposure to teaching practice as there is little professional contact and shared understanding between teacher education institutions and schools in terms of their mutual role in the development of student teachers. Teaching practice often occurs in a vacuum (Edupol, 1995:64). There is also a vast disparity in the quality and length of teaching practice of students in the various teacher education institutions.

2.2.3.14 Relevance

Many students enter into teacher education because all other avenues to higher education are closed to them. Consequently, there is a feeling amongst students that teacher education institutions should offer a variety of courses that would provide students with wider options once they graduate (Edupol, 1995:64).

There is a concern among students and lecturers that the present curricula do not prepare graduates for the vast range of South African schools, particularly in terms of exposure to other cultures, languages and teaching strategies. A definite need exists for curricula to be appropriate to the needs of the community (Edupol, 1995:66).

2.2.3.15 Methodology

There is a wide disparity in approaches ranging from the most progressive to the most conservative. Some institutions work from the premise that subject knowledge is open-ended and discovery methods and critical thinking are promoted. In other institutions a transmission mode of delivery is favoured. In general, there is little evidence of the development of cognitive skills and the promotion of independent and critical thinking (Edupol, 1995:67).

2.2.3.16 Assessment

Approaches to assessment vary enormously among teacher education institutions. In some institutions students are challenged with problem-solving and with constructing arguments and defending positions. In other institutions rote learning and the comprehension of content is assessed (Edupol, 1995:68).

The National Teacher Education Audit (Edupol, 1995:69) indicates that external examiners are in most institutions appointed to moderate academic subjects' question papers and examination scripts. Internal examinations are for the most part moderated by heads of departments. Scrutiny of question papers that are set and moderated internally, revealed that standards are low.

2.2.3.17 Staffing

The National Teacher Education Audit (Edupol, 1995:42) revealed that teacher education staff have adequate academic qualifications on paper and in most cases have the required length of school experience. In practice, however, the quality of lecturers' qualifications is a major issue. Many staff members have qualifications from the historically black universities and the University of South Africa, which have been characterised by an outdated approach to educational philosophies. Most lecturers have taught in secondary schools and are not in touch with the reality of preparing teachers for teaching in primary schools. Lecturers also lack teaching and managerial competences appropriate to the tertiary context. As managers of these institutions are often promoted out of the lecture room into managerial positions, the less qualified lecturers carry the major lecturing responsibility (Edupol, 1995:43).

2.2.3.18 Student admission criteria

Although all teacher education institutions subscribe to the minimum criterion of a standard 10 certificate, there is a wide variety of additional criteria which are applied. The National Teacher Education Audit (Edupol, 1995:54) revealed that Human Sciences Research Council tests, language tests and personality profiles are used in most of the institutions. Some institutions insist on matriculation exemption and/or a particular combination of subjects taken at this level. A number of institutions favour admitting students who have taken mathematics and science and/or want to major in these subjects. Not all institutions insist that students who want to major in a subject should have done the particular subject at standard 10 level (Edupol, 1995:55). There is considerable evidence of the forging of standard 10 certificates which further complicates the selection and admission process.

2.2.3.19 Expansion of distance education

Distance education is rapidly expanding because a correspondence model without student support allows for low cost provision. Consequently, many institutions are adopting distance education to improve their financial viability. As a result, good teacher education is rapidly being driven out of existence by poor teacher education as more institutions turn to correspondence education instead of high quality resource-based learning with good, sufficient student support (Edupol, 1995:55).

2.2.3.20 Quality assurance

A key principle underpinning the reconstruction of teacher education is the improvement of quality. The National Teacher Education Audit (Edupol, 1995:99) concluded that: *".. the quality of teacher education offered is generally poor and the quality of teacher education is the biggest challenge confronting South Africa at the close of the twentieth century. In order to tackle the quality challenge, inherited inequalities across institutions and sectors must be eliminated. High quality teacher development is required for all would-be and serving teachers"*.

In the past quality procedures in teacher education resided in the different departments of education, leaving colleges of education with virtually no autonomy. Although the previous system was characterised by highly prescriptive quality procedures, it was unable to monitor and develop quality. The system emphasised

quality control rather than quality improvement. There is little evidence that teacher education institutions have quality assurance systems in place (DoE, 1997a:136).

2.2.4 The major strengths and weaknesses of the present provision of teacher education

The existing provision of teacher education display a number of strengths and weaknesses that can be summarised as follows (DoE, 1998:6-7):

(a) Strengths in teacher education

- Teacher education is the largest sector in higher education.
- Teacher education institutions have an enrolment and output which, at present, exceed national demand.
- There are “pockets of excellence” in terms of well-designed courses, high quality learning programmes, community outreach programmes, well qualified staff, and co-operative relationships with other institutions.

(b) Weaknesses in teacher education

- A fragmented, diverse and overloaded system, with disparities and strong barriers between sectors, institutions and programmes.
- Despite pockets of excellence and innovation, quality is a matter of grave concern.
- Inadequate training of teachers, particularly in communications, mathematics, science and technology, human rights, environment education and in overcoming barriers to learning.
- Although South Africa can produce enough teachers for its schools, there are imbalances in the supply of appropriately qualified teachers across different regions, subjects and levels.
- The scale of INSET is huge, but courses are uneven in duration and quality.
- Inefficiency and cost-ineffectiveness.
- Cultures and practices which undermine teaching and learning.

- Curricula that are outdated and characterised by autocratic concepts, philosophies and methodologies, that do not develop teachers' ability to think critically, to solve problems and to draw a line between theory and practice.
- Too little focus on developing teachers' subject knowledge or their understanding of a variety of modes of assessment.
- A neglect of developing practical teaching skills through structured teaching practice components.
- No clear links between pre-service and in-service education and training.
- Teacher educator morale and professionalism are at a low ebb.

Over the past four years the government has put in place a comprehensive array of initiatives, policy and legislation with the intention of transforming the education system to meet the challenges posed by positive and negative aspects of the teacher education context. The existing regulations for teacher education will now be discussed.

2.2.5 Existing regulations for teacher education

2.2.5.1 South African Qualifications Authority (SAQA)

In 1995, government passed an act to establish SAQA on 31 March 1996. In order to address the issue of quality in education and training, SAQA has been established with the responsibility of overseeing quality assurance of learning programmes and providers including teacher education programmes (DoE, 1997a:36). The adoption of an outcomes-based National Qualifications Framework (NQF) as the primary instrument for transforming education and training into an open lifelong learning system, has numerous implications for institutional provision of learning. Four of the most important implications for higher education are (DoE, 1998:12):

- A shift from institution-based funding to programme-based funding which will encourage institutions to develop market-niches based on the programmes that they offer and the quality of such programmes.
- Movement into and out of institutions becomes more flexible and qualifications providing proof of competence, become more portable.

- Learning programmes leading to qualifications on the NQF will be offered through multiple sites of provision. An open learning system will link non-formal and informal provision with the formal system. Institutions will have to change their admission requirements and procedures, as learners will enter and exit learning programmes at different levels.
- As the NQF recognises prior learning, the way will be open for learners who may have informally acquired knowledge and skills to proceed with studies relevant to their level and need.

To ensure that the goals of the NQF are met, SAQA is setting up two sets of bodies under its authority. One set of bodies, the Standards Generating Bodies (SGBs) and the National Standards Bodies (NSBs), will be responsible for the generation of Unit Standards and qualifications. The other set of bodies, the Education and Training Quality Assurance (ETQA) bodies, will generate quality criteria by which to accredit providers and to audit the quality of their programmes (DoE, 1998: 16). The quality criteria used by an ETQA and its registered assessors are directly linked to qualifications and their assessable outcomes. Providers will have to demonstrate that they have mechanisms in place to assure that the education and training they provide will ensure that learners achieve the exit level outcomes (DoE, 1998:16).

(a) Qualifications

Twelve organising fields have been identified as a way of dividing the work that needs to be done in generating, registering and quality assuring qualifications. The Education and Training and Development field of the NQF is made up of qualifications at eight levels. Higher Education and Training is located in levels 5-8 (SAQA, 1997:8). Institutionally, higher education is located in universities, technikons and colleges, with programmes mainly within the Higher Education and Training band of the NQF. These institutions will provide a broad and diverse range of learning, including general formative development, occupational and professional development and advanced academic development (DoE, 1998:21).

In order to construct an appropriate qualifications framework for a life-long learning system, SAQA is using a set of concepts drawn from outcomes-based education (OBE). At the foundation of approaches to OBE is the concept of 'competence'. Competences differ from subjects in that their achievement, acting competently,

requires the integration of knowledge content with skills and values and acting competently in diverse situations. In order to register qualifications on the NQF through SAQA, such qualifications must contain clear descriptions of the exit-level outcomes, thus the contextually demonstrated end-products of the learning process. Qualifications are thus linked to explicit statements of outcomes which describe an applied competence. The concept "applied competence" is used to indicate the ability to put into practice the learning outcomes acquired in obtaining a qualification (DoE, 1998:25).

SAQA defines a qualification as a planned combination of learning outcomes which has a defined purpose or purposes and which is intended to provide qualifying learners with applied competence and a basis for further learning. A qualification is further defined as the formal recognition of the achievement of the required number and type of credits and such other requirements at the specific levels of the NQF as may be determined by the relevant bodies registered for such purposes by SAQA (1997:1). According to SAQA (1997:6) a qualification shall:

- add significant value to the qualifying learner in terms of enrichment of the person; provision of status, recognition, credentials and licensing; enhancement of marketability and employability and opening up routes to additional training and education. It should provide benefits to society and the economy by enhancing citizenship; increasing social and economic productivity; providing specifically skilled people; transforming and redressing legacies of inequity;
- comply with the objectives of the NQF, including the enhancement of learner access, mobility and progression and the provision of quality education and training; and
- have both specific and critical cross-field outcomes which promote life-long learning, and be internationally comparable where applicable.

In order to provide a set of core outcomes for all qualifications on the NQF, SAQA describes critical and core outcomes which must be integrated into all qualifications.

(b) Critical and core outcomes for the ETD field

A commitment to outcomes-based learning is central to the curriculum framework. Outcomes are seen as being of two kinds: critical outcomes which are generic and

cross-field and specific outcomes which are particular to the context in which they are to be demonstrated. Outcomes expressed in the form of unit standards for each area of learning within each sector of education and training will be developed and will be registered on the NQF (SAQA, 1997:7).

The following critical and core outcomes are identified for the ETD field (SAQA, 1997:7):

- identifying and solving problems in which responses display that responsible decisions, using critical and creative thinking, have been made;
- working effectively with others as member of a team, group, organisation and community;
- organising and managing oneself and one's actions responsibly and effectively;
- collecting, analysing, organising and critically evaluating information;
- communicating, effectively using visual, mathematical and/or language skills in the modes of oral and/or written presentation;
- using science and technology effectively and critically, showing responsibility towards the environment and health of others; and
- demonstrating an understanding of the world as a set of related systems by recognising that problem-solving contexts do not exist in isolation.

SAQA (1997:6) states that all programmes of learning should contribute to the full personal development of the learner and the social and economic development of the society. The underlying intention of any programme of learning should be to make an individual aware of the importance of (SAQA, 1997:6):

- reflecting on and exploring a variety of strategies to make learning more effective;
- participating as responsible citizens in the life of local, national and global communities;
- being critically and aesthetically sensitive across a range of social contexts;
- exploring education and career opportunities; and
- developing entrepreneurial opportunities.

Critical cross-field outcomes provide a common core to all qualifications without describing the purposes of particular qualifications.

(c) SAQA categories of learning

In order to ensure that all qualifications include certain kinds of learning SAQA distinguishes between three categories of learning: fundamental, core and elective. Fundamental learning refers to learning which forms the grounding or basis needed to undertake the education, training or further learning required in the obtaining of a qualification. Core or contextual learning is compulsory learning for all educator qualifications. Elective learning means a selection of additional credits from which a choice may be made to ensure that the purpose of the qualification is achieved (SAQA, 1997:16).

2.2.5.2 Curriculum framework for general and further education and training

A curriculum framework for general and further education and training was issued by the Department of Education in July 1996. In terms of the framework, a number of broad areas of learning, which constitute the core areas for general education, are defined, namely (DoE, 1997a:37):

- communications, literacy and language learning;
- numeracy and mathematics;
- human and social sciences;
- physical and natural sciences;
- technology;
- arts and culture;
- economic and management sciences; and
- life orientation / personal and social development.

In addition, each area of learning should demonstrate that it is informed by the commonalities it shares with other areas of learning, deliberately identifying those generic elements which ensure that fragmented views of learning experiences are systematically counteracted.

2.2.5.3 Norms and standards for teacher education

Presently the Department of Education is responsible for generating norms and standards and for accrediting qualifications for teacher education. The Norms and Standards for teacher education that were produced by the Committee on Teacher Education Policy (COTEP) were approved by the Minister in September 1995 and was implemented in 1996 (DoE, 1997a:36).

The Norms and Standards embody a paradigm shift from the former "Criteria for the Evaluation of South African Qualifications for Employment in Education" whereas the criteria presented an input model, the norms and standards are based on competences as broad outcomes. The fundamental principles upon which the Norms and Standards are based are contained in the Constitution and White Paper on Education and Training and as such facilitate and guide the reconstruction of education and training in South Africa (DoE, 1997a:36).

The COTEP policy document is designed to set Norms and Standards which all teachers will have to achieve, thus ensuring a uniformly high quality of teacher education and eliminating disparities. In order to realise these goals the document formulates aims for teacher education programmes, specifies the outcomes of teacher education and drafts minimum structural criteria. By introducing an outcomes-based approach to curricula, COTEP was the first educational agency in South Africa to introduce this approach which was subsequently enshrined in the legislation to establish SAQA and the NQF (DoE, 1997a:36).

The aims for teacher education, as identified by COTEP reflect the ideal towards which teacher education should be directed (DoE, 1996b:7-12):

- The fundamental aim of teacher education is to educate and train teachers to teach effectively in order to facilitate learning, recognising the full complexity of the South African context.

According to COTEP effective teaching will require a knowledge of the learning process and the acquisition of appropriate knowledge, skills, values, attitudes and dispositions which take cognisance of the political, economic, environmental and social context in which teaching and learning are to occur. Teachers will have to take cognisance of the inequities in society, the transition to a democratic, non-racial, non-sexist, equitable society and create an awareness of the freedoms and

responsibilities contained and implicit in the sections on human rights in the constitution. Teachers will have to be empowered to become change-agents in terms of establishing and maintaining a culture of teaching and learning.

- Teacher education should enable the student to demonstrate the ability to apply, extend and meaningfully synthesise various forms of knowledge
- Teacher education should enable the student to develop the necessary skills for teaching.
- Teacher education should enable the student to develop appropriate values, attitudes and dispositions.
- Teacher education should enable the student to be an active and reflexive member of the teaching profession.

The 1995 Norms and Standards require that qualifications have to be designed by providers and submitted to COTEP for approval. However, once a qualification has been approved, COTEP has no means of follow up to assure the quality of learning programmes. Programmes are accredited and evaluated as equivalent, even though the actual quality of such programmes vary enormously (DoE, 1998:9). A provider can thus design and deliver an accredited learning programme of low quality and in terms of the old legislation there is little that the DoE can do about it. The Technical Committee on the Revision of Norms and Standards for Educators states that major problems with the existing COTEP Norms and Standards include (DoE, 1998:9):

- incompatibility with the South African Qualifications Authority (SAQA) Act and regulations in the Higher Education Act;
- inability to provide means for assuring the quality of providers, programmes and learner achievements;
- a lack of articulation between academic, professional and occupational requirements; and
- a strong boundary between teacher education and the training of practitioners in adult basic education and training, early childhood development and workplace education (1998:9).

In an attempt to address the limitations regarding COTEP, the DoE launched a number of initiatives. The report of the Technical Committee (DoE, 1998) seems to be the most extensive of those initiatives.

2.2.5.4 Technical Committee on the Revision of Norms and Standards for Educators

The Technical Committee on the Revision of Norms and Standards for Educators was appointed in 1997a by the Director-General and the Minister to revise the COTEP Norms and Standards. The Norms and Standards for educators, proposed by the Technical Committee (DoE, 1998:8) are built on the foundations laid by COTEP.

In an attempt to address the limitations of COTEP and to accommodate diverse requirements regarding teacher education, the Technical Committee (DoE, 1998:59) has conceptualised the professional training of teachers as being constituted and regulated by a number of requirements and specialist roles.

(a) Roles and applied competences for educators

The practices of ETD practitioners can be grouped around three main role clusters which occur in all contexts, namely teaching, design and management. Each role cluster involves a number of roles according to which a teacher will design learning experiences, prepare learning materials, facilitate and assess learning. Higher education providers have to add the specialisation that is part of the purpose of the qualification (DoE, 1998:43).

The Technical Committee (DoE, 1998:48) proposes six generic roles for the whole of the ETD field. These roles, which are in fact the norms for teacher education, are seen as generic to all ETD practices and are the central feature of all initial pre-service qualifications. The critical cross-field outcomes and the proposed Education Training and Development Practices Standards are integrated into the roles and their applied competences. The roles that a teacher must be prepared for include the following:

- Mediator of learning

The teacher has to mediate learning in a manner which is sensitive to the diverse

needs of learners; construct learning environments that are appropriately contextualised; communicate effectively, showing recognition of and respect for the differences of others. A teacher must demonstrate sound knowledge of the subject content and various principles, strategies and resources appropriate to teaching in a South African context (DoE, 1998:54).

- Interpreter and designer of learning programmes and materials

The teacher should understand and interpret provided learning programmes, design original learning programmes, identify the requirements for a specific context of learning and select and prepare suitable textual and visual resources for learning. The teacher has to select, sequence and place the learning in a manner sensitive to the differing needs of the subject/learning area and learners (DoE, 1998:55).

- Leader, administrator and manager

The teacher should be able to make decisions appropriate to the level, manage learning in the classroom, carry out classroom administrative duties efficiently and participate in school decision making structures. These competences should be performed in ways which are democratic, which support learners and colleagues and which demonstrate responsiveness to changing circumstances and needs (DoE, 1998:55).

- Scholar, researcher and lifelong learner

The teacher will be expected to achieve ongoing personal, academic, occupational and professional growth through pursuing reflective study and research in their learning area, in broader professional and educational matters and in other related fields (DoE, 1998:55).

- Community, citizenship and pastoral role

The teacher has to practice and promote a critical, committed and ethical attitude towards developing a sense of respect and responsibility towards others, one that upholds the constitution and promotes democratic values and practices in schools and society. Within the school the teacher must demonstrate an ability to develop a supportive and empowering environment for the learner and respond to the educational and other needs of learners and fellow educators. The teacher will

develop supportive relations with parents and other key persons and organisations based on a critical understanding of community development issues (DoE, 1998:55).

- Learning area/subject/discipline/phase specialist

The teacher should be well grounded in the knowledge, skills, values, principles, methods and procedures relevant to the discipline, subject, learning area and/or phase of study and should know about different approaches to teaching and learning and how these may be used in ways which are appropriate to the learner and the context. The teacher has to have a well-developed understanding of the content knowledge appropriate to the specialism (DoE, 1998:55).

The above roles are linked to the registration of qualifications on the NQF and the requirements of the Department of Education and are not intended to prescribe the curriculum or learning programmes of a provider. The roles and their applied competences represent the outcomes of the learning process, not the inputs by which these outcomes are achieved. The focus on purpose, roles and applied competences indicate a strong commitment of synthesising the old dichotomy between theory and practice, or academic and occupational dimensions. Qualifications must indicate a combination of foundational, practical and reflexive competences and these must be linked to the professional, academic and occupational purposes of the qualification (DoE, 1998:50). Integrated together, these roles and their competences describe a competent teacher (DoE, 1998:54). The credits allocated to all roles are played out through the specialist role.

The immediate purpose of the roles and their applied competences, expressed as performance and assessment criteria, is to act as criteria for the evaluation of qualifications but they can also be linked to post levels and work requirements and to performance appraisal criteria.

(b) Minimum specialist requirements

According to the Technical Committee (DoE, 1998:81) student educators will be expected to demonstrate competence in all roles through a set of assessment tasks in which roles are integrated and applied to the specialist context. Competences in all the roles must be developed throughout the curriculum. However, the importance of the specialist role should be reflected in the appointment of relevant credits. The general competences listed for each specialist role provide the framework for the

development of the practitioner in a specialist role. Although there is no longer a list of prescribed subjects, students and providers should see to it that subject choices lead to the competence to teach learning areas or specialisations in the school curriculum (DoE, 1998:95). According to the Department of Education (1998:96) programmes of study resemble learning areas and providers are free to design them in a number of ways providing that:

- the learners emerge from the programmes of study equipped with the competences at the correct NQF level and able to fulfil the roles which are specified;
- the learners show applied competence;
- where specified, roles are allocated at least the minimum number of SAQA credits;
- the whole curriculum has the minimum number of SAQA credits; and
- the credits are at the required NQF level.

(c) Requirements for initial teacher education qualifications

(i) Professional requirements

Professional requirements for educators are the responsibility of South African Council for Educators (SACE). All state employers have to register with SACE in order to practice in South Africa's public schools. SACE registers teachers and regulates the ethics of the profession through the Code of Conduct and its associated disciplinary measures and the professional development of educators (DoE, 1998:59). The roles and applied competences contained in the Code of Conduct must be integrated into all educator qualifications.

(ii) Occupational requirements

The Minister of Education may determine Norms and Standards concerning job descriptions, workload and performance management. To be employed in a particular occupational role or appointed to a specific post level, educators must demonstrate that they have the applied competence as signified by the appropriate qualifications to perform the role successfully (DoE, 1998:61).

(iii) Academic requirements

Academic requirements for educators are the responsibility of SAQA and the Council on Higher Education (DoE, 1998:59)

The Technical Committee adopts a systematic model for the development of professional educators in which the three dimensions of academic, professional and occupational requirements are integrated in the Norms and Standards, qualifications and learning programmes for educators (DoE, 1998:59). The roles and competences provide a basis by which the three kinds of requirements can be integrated and used for a variety of purposes (DoE, 1998:65). The cornerstone of the proposed Norms and Standards is the notion of an applied and integrated competence. It is this ability that must be assessed within all teacher education qualifications (DoE, 1998:110).

Ultimately, qualifications must reflect the vertical integration of practical, foundational and reflexive competences and the horizontal integration of the different roles and competences, thus an applied competence. In all cases integrated and applied assessments rely on the judgements of assessors. Assessors will have to make inferences from the evidence collected in order to judge whether the learner is competent. As some inference will be relatively direct and some fairly indirect, the challenge will be to construct an assessment plan in which both kinds of evidence can be collected (DoE, 1998:112).

Recent curriculum developments at different levels of education and training, the registration of teacher education programmes on the NQF and the proposed requirements, roles, outcomes and applied competences for educators have a number of profound implications for teacher education.

2.3 THE IMPLICATIONS OF CURRICULUM DEVELOPMENTS, THE REGISTRATION OF TEACHER EDUCATION PROGRAMMES ON THE NQF AND THE PROPOSED REQUIREMENTS, ROLES, OUTCOMES AND APPLIED COMPETENCES FOR TEACHER EDUCATION

2.3.1 Curriculum for teacher education

The fundamental transformative principles underlying the development of the NQF must be incorporated into the teacher curriculum development process. This will include a move to outcomes-based learning; new curriculum structures around areas and bands of learning, marked at certain levels by qualifications; the rules of

combination for the award of qualifications; and a new understanding of quality assurance (DoE, 1997a:40).

The Norms and Standards for teacher education operate within the same conceptual framework as the NQF, but the demands of the NQF and SAQA will necessitate that teacher education curricula focus more sharply on outcomes (DoE, 1997a:40).

Teacher education curricula will have to ensure that future teachers acquire the necessary knowledge, insight and skills in terms of the critical cross-field and specific outcomes and assessment criteria appropriate to the sector of education and training in which they plan to teach (DoE, 1997a:40).

The full development of the NQF still has a long way to go. In the meantime teacher educators have the advantage of flexibility in interpreting the competences as they see fit and expressing the outcomes as they consider appropriate (DoE, 1997a:40).

Many of the principles contained in the conceptual national policy for teacher supply, utilisation and development inform the development of teacher education curricula. These principles will now be discussed in terms of their application to teacher education curricula.

2.3.1.1 Application of relevant principles

(a) Teacher education within higher education

Because teacher education will be part of higher education, it will have to conform to the requirements for higher education programmes.

According to the National Commission on Higher Education (1996: 75-83) higher education programmes are included in the NQF and a quality assurance system must be developed in order to enhance quality and promote articulation. Thus, teacher education programmes will have to attain high standards of academic scholarship and professional training.

(b) Lifelong learning

The notion of lifelong learning reinforces the importance of the continuum of PRESET and INSET for the continuing professional development of teachers (DoE, 1997a:41). The current separation of PRESET and INSET must be broken down and planned as an integrated, coherent whole.

Recognition of prior learning is a crucial aspect of lifelong learning. Both local and international experience of the recognition of prior learning will have to be taken into account in developing instruments to assess prior learning (DoE, 1997a:41).

To sustain competence and commitment and to actualise themselves, teachers need opportunities for regular and systematic professional development. INSET should be institutionalised as a condition of service for all teachers.

(c) Articulation

According to the National Commission on Higher Education (1996:74) horizontal and vertical mobility in higher education is facilitated by a framework of qualifications which incorporates adequate routes of articulation as well as flexible exit and entry points.

The NQF is the main means by which articulation in an integrated approach to education and training will be effected. It will provide for the portability of credits from one type of learning programme to another and transfer between providers, thus breaking down the traditional barriers to educational and training progression and providing for lifelong learning (DoE, 1997a:41).

(d) Relevance

Teacher education curricula must be relevant and responsive to the economic, social, political and cultural needs in South Africa. Furthermore, as the country moves away from the isolation of apartheid, it must adapt to the global context. An integrated global economy and changing technologies are having profound effects on knowledge, education, work, culture and society. Curriculum design should be sensitive to diverse contexts. It should enable teachers to respond richly to different teaching contexts and linguistic, racial, gender and cultural diversity, with commitment to the transformation process. In addition to the varying needs of communities, the curriculum should be sensitive to the intrinsic and extrinsic needs of the individual (DoE, 1997a:42).

(e) Learner-orientation

Curriculum development for teacher education should be learner-orientated. This is crucial as these teachers will teach as they have been taught (DoE, 1997a:42).

(f) Open learning

Teacher education programmes should enhance access to continuing professional development through flexible and varied delivery modes and good learner support. This will mean the adoption of more resource-based learning approaches by traditionally contact institutions (DoE, 1997a:43).

(g) Integration of theory and practice

Knowledge, skills and values are interrelated and interdependent in the exercising of professional judgement and should be dealt with as such (DoE, 1997a:43).

(h) Research and evaluation

Evaluation should be incorporated into the design of all teacher education programmes to assess implementation, impact and value for money. Measurable indicators of quality must be identified in order to link the objectives of PRESET and INSET to the learning outcomes in the classroom (DoE, 1997a:44).

2.3.2 Elements of teacher education curricula

2.3.2.1 Aims

The aim of teacher development is to improve the quality of professional practice. The success of teacher education curricula will therefore be measured in terms of professional competence (DoE, 1997a:45).

2.3.2.2 Content

Teacher education curricula should encompass the concepts, knowledge, skills, values and attitudes relevant to teachers' professional needs and to system reconstruction. In South Africa a lack of subject knowledge is a severe problem, especially among un/underqualified teachers. According to the Department of Education (1997a:45) teachers must have a thorough understanding of the subjects they teach.

To be effective, teachers must know how their learners learn, how to make ideas accessible and diagnose learning problems. Authoritarian, teacher centered, single theory approaches to teacher education should be replaced by learner-orientated

philosophies and theories of education which are consonant with the values, goals and principles of education reconstruction and a democratic society (DoE, 1997a:45).

2.3.2.3 Methodology

According to the Department of Education methods and approaches to teaching, learning and assessment in teacher education programmes should model what they aim to impart. The use of a variety of teaching and learning approaches will help teachers to address the diverse backgrounds, learning styles and needs of their learners and link learning to what they already know and can do (DoE, 1997a:46).

Learning methods should promote the ability to think logically and analytically as well as holistically and laterally. Thus, learning will have to be directed towards solving problems rather than memorising information (DoE, 1997a:46).

2.3.2.4 Assessment

The introduction of the NQF necessitates that assessment be criterion- rather than norm-referenced. A key role of assessment, therefore, is to determine whether or not the outcomes have been attained and credits for qualifications can be awarded (DoE, 1997a:47).

Assessment should be appropriate to the aims and objectives of curricula. It should be based on testing higher level cognitive skills, independent critical thinking and the application of theory to the South African context. Quality control over the use of external examiners will be necessary before the final year examination (DoE, 1995a:107).

2.3.2.5 Delivery

Learning programmes should provide an increasing range of learning possibilities, offering learners flexibility in what, where, when, how and at what pace they learn (DoE, 1997a:48).

2.3.2.6 Curriculum development

Curriculum review in terms of the Norms and Standards for teacher education should be undertaken in all teacher education institutions. A cohesive, integrated curriculum

which focuses on developing teacher competence should be the goal (Edupol, 1995:105).

According to democratic principles all relevant stakeholders should participate in curriculum development for teacher education. In terms of the curriculum framework, teacher education providers have considerable autonomy to develop their own curricula and materials or to choose to use or adapt materials produced elsewhere (DoE, 1997a:49).

Quality teacher education should result in a high standard of professional practice which produces quality teaching and learning. Conceptually-rich curricula which establish sound subject knowledge, integrate theory and practice, provide adequate opportunity for teaching experience must be developed. The creation and maintenance of positive organisational environments with a strong ethic is essential to encourage professional development (DoE, 1997a:71).

2.3.3 Teaching experience

Presently teaching practice is usually an adjunct to curricula instead of an integral and central part. The time for teaching practice should be increased to be in line with the Norms and Standards. Teacher education institutions should experiment with bolder placements during teaching practice to help overcome racial barriers and to encourage multi-cultural understanding. There is a definite need for closer links between teacher education institutions and schools to enhance their understanding of their mutual interests in the professional training of teachers (Edupol, 1995:107).

Students must develop knowledge by being exposed to models of good practice in specific teaching and learning contexts. Teaching practice should become an integral and central part of the curriculum. Closer links between teacher education institutions and schools must be established to enhance the understanding of mutual interest in the professional development of teachers. The time allocated to teaching practice must be increased (Edupol, 1995:107).

2.3.4 Selection procedures

Rigorous selection criteria and careful selection procedures should be developed to ensure that only those students with the commitment and personal and academic qualifications suitable for a career in education are admitted. Effective academic

support for students from disadvantaged backgrounds should be investigated and provided according to the scale of need (Edupol, 1995:105).

2.3.5 The core values of the new South Africa

Teacher education institutions need to strategise towards embedding the values of democracy, equality, liberty, justice and peace in the ethos of such institutions (Edupol, 1995:88).

2.3.6 Leadership in teacher education institutions

The National Teacher Education Audit (Edupol, 1995:100) suggests that new appointments, leadership training and strong support of education authorities be used to overcome the problem of inadequate leadership in teacher education institutions.

2.3.7 Staffing

Teacher educators should continuously acquire relevant teaching experience in schools or similar educational institutions so that they do not lose touch with the realities of the teaching and learning contexts for which they are preparing students (Edupol, 1995:103). All educators should be required to attend staff development programmes as part of their professional renewal and growth. Staff appraisal instruments and procedures should be developed and implemented on a regular basis.

2.3.8 Quality assurance

The key challenges for quality assurance are to ensure ongoing professional training of teachers, curriculum innovation, effective delivery and institutional development through a systematic approach to quality assurance. Quality assurance is related to the effectiveness with which the goals appropriate to a particular context are achieved. In the South African context quality teacher development must be understood in terms of desirable competences and outcomes as established by the NQF (DoE, 1997a:72).

The quality assurance responsibilities of teacher education institutions would in future encompass the following (DoE, 1997a:74):

- developing and implementing a range of quality assurance mechanisms and processes;
- re-orientating the teacher education system to an outcomes rather than inputs approach and developing performance indicators to assess outcomes;
- developing an institutional vision and mission in keeping with national policy;
- rigorous and comprehensive selection of students with emphasis on professional development;
- establishing sound examination procedures and rules for promotion;
- validating course work and examinations through external moderation;
- ongoing professional development of staff;
- stimulation of curriculum development and innovation;
- maintenance of accurate data-bases;
- establishment of acceptable key performance indicators to be used in course evaluation;
- financial management systems and audits;
- the implementation of staff appraisal; and
- establishing accreditation and licensing bodies for teacher education and teachers.

The DoE (1997a:71) states clearly that in a context of limited resources and the need to make teacher education more responsive to social and economic goals, quality assurance is the means for ensuring accountability and value for money. It confirms that standards are met and that quality is maintained by monitoring outcomes, assessing competence and ensuring relevance. Quality assurance is also a precondition for professional autonomy.

The switch from a an input or content- and time-based approach to a competence-based approach places a great responsibility on the providers of qualifications. In order to receive public funding, providers will have to demonstrate the capacity to design and deliver quality learning programmes and to assess in a rigorous and valid

manner whether or not learners have achieved the required applied competences specified in the qualification (DoE, 1998:65).

2.4 CONCLUSION

This chapter has outlined the existing nature of teacher training in South Africa. The literature study that was undertaken indicated that the existing situation regarding teacher training is characterised by quite a number of weaknesses and shortcomings that need to be addressed as a matter of urgency.

It has been highlighted that the most critical matter concerning teacher training in South Africa is the poor quality of education in teacher training institutions. While a primary cause is the inadequate teacher training curriculum, poor quality is also attributable to a negative culture, a lack of professional ethos and the absence of a quality assurance system in most institutions. Although some institutions are busy reviewing the outdated curriculum and are making interesting innovations to syllabi and content, this is not the norm.

The process of transforming the education and training system of South Africa, as well as the process of reconstruction and development of the country, will to a great extent depend on the quality of teacher training. The development, implementation and management of internal quality assurance systems in teacher training institutions will be a precondition for achieving quality improvement in teacher education.

The next chapter will investigate the nature of internal quality assurance and the management thereof.