



Redefining Role and Functions of the South African Council for Educators(SACE)

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Position Paper

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INTRODUCTION AND BACKGROUND

The South African Council for Educators (SACE) has been criticized, to a certain extent, by educators, teacher unions, and other quarters of the profession for not delivering adequately on its mandate. The interactions held with various teacher unions, Provincial Departments of Education, and outreach sessions with educators, highlighted some of the main concerns with regard to SACE as follows:

- Non-visibility in provinces in terms of delivering services to the educators;
- Lack of communication with the profession;
- Not performing its role and is seen as the arm of the Department of Education;
- Inadequate provisioning of professional development programmes to the educators; and
- Too much emphasis on disciplining educators

These concerns are not new to SACE and continue to be raised by members of the teaching profession on a yearly basis. The fact that the profession is still raising these recurring concerns after thirteen years of SACE's existence may be interpreted differently by various role players and stakeholders. On the one hand, it may mean that as an organization SACE has not reflected and interrogated itself enough to ensure that such concerns are minimized or eradicated completely. On the other hand, different stakeholders, role players and members of the profession interpret SACE's role, mandate, and functions differently and this result in conflicting messages and interpretations of what SACE should or should not be doing. It could also be due to the fact that SACE's strategic goals seem not to be supported by operational and implementation plans that are considerate of the numbers and locations of the registered educators. The programme implementation strategies

seem to be utilizing more financial and human resources but reaching less number of educators. It is imperative that these issues be interrogated constantly because they contribute largely to the image of SACE and how the profession perceives it

While there is criticism from some quarters of the profession, there are still members of the profession who acknowledge the good work that SACE is doing even though it is not reaching as many teachers as the profession would like. The OECD report on reviews of national policies for education in South Africa (2008) regards SACE as one of the most important bodies for the teaching profession in South Africa and it continued to mention that it is well positioned to improve the public image of teaching. The report further commended SACE for developing guidelines for the Professional Development Portfolio which is assisting educators in taking responsibility for their own professional development and engaging in reflective practice. The Code of Professional Ethics Handbook was also highlighted by the OECD report as one of SACE's key achievements.

Against this background, the aim of this paper is to critically analyze SACE's existing role, scope, and functions in the teaching profession. The analysis will be done broadly in terms of SACE's three key mandates so that the strategic planning session participants could have a bigger picture of the organization, its mandate, role, and functions. This will assist in informing the broader SACE vision and the direction that the organization should take and the areas where it should spend its financial resources. Part of the analysis will include research done on some comparison between SACE and the 12 international teaching councils¹, and between SACE and the three national professional councils outside the education sector or teaching profession². This analysis will assist, where necessary, in redefining SACE's role and proposing various ways in which the current role could be tightened up and strengthened for purposes of delivering on its mandate effectively. Furthermore, this

¹ Teacher Registration Council of Nigeria, GTC of Wales, GTC of Ireland, GTC of Scotland, GTC of Northern Ireland, GTC of England, Ontario College of Teachers, British Columbia College of Teachers, New Zealand Teaching Council, Queensland College of Teachers, Teacher Registration Board of Tasmania, Teacher Registration Board of South Australia

² South African Council for Social Service Profession, Engineering Council of South Africa, and HPCSA

paper will be circulated internally to the SACE management team and externally to Councilors with the view of receiving feedback and revising it accordingly in preparation for the forthcoming SACE strategic planning session with the stakeholders.

UNDERSTANDING WHAT SACE IS

SACE is a professional council that is established in terms of the SACE Act no.31 of 2000. For us to understand what SACE is we have to start by looking at its vision, mission, values, legislative mandate, and core functions.

Vision

According to all the SACE strategic plan documents SACE's vision statement is "Towards Excellence in Education". In analyzing SACE's vision it is significant to understand that vision provides an organization with an identity and future or long term direction. It also indicates what the organization is committed to. The current SACE vision has been in existence since its inception or for the past 13 years. This also means that for the past 13 years SACE had the vision of "moving towards excellence in education". This vision has not been reviewed or updated in terms of the direction that SACE is taking and also in relation to the changes that have been taking place inside and outside of SACE's environment. SACE needs to take stock and reflect on this vision to check if it is still aligned and relevant to what the organization wants to achieve in the next (coming) five to ten years. It is inevitable to talk about redefining SACE's role without updating its mission and vision statements.

Furthermore it may also be necessary for the organization to have a re-look at the manner in which its vision statement is worded or crafted. The current SACE vision is, for some reasons, part of the logo. The logo is incomplete without "towards excellence in education". In fact the current vision which is embedded in the logo sounds more like a credo statement than a vision statement. Credo is more about the beliefs and philosophy around which the organization revolves and in most cases

it (credo) is part of the logo. This is another valid reason why SACE needs a newly worded compelling vision that will guide the entire organization in a particular direction. The implementation of programmes and running of the entire organization will be led by that vision.

Mission

SACE mission statement states that “SACE is a professional council that aims to enhance the status of the teaching profession, and promote development of educators and their professional conduct”. The mission statement serves largely as the frontline of an organization. It is there to articulate the organization’s purpose of existence and what it is trying to achieve. Is the SACE mission statement able to tell the profession and the public what SACE is all about? To a larger extent yes. From this mission one can deduce that SACE's main purpose is to ensure that:

- The status of the teaching profession is enhanced;
- It promotes the development of educators; and
- It promotes the professional conduct of teachers

Just like the SACE vision, the mission statement has been in existence for 13 years. It needs to be in line with the updated vision and the redefined role of SACE.

Legislative Authority

The Education Labour Relations Act of 1993 established the Education Labour Relations Council (ELRC) and section 12 (5) (a) (xiv) of the Act empowers the ELRC to effect:

“The registration of professional educators, and the keeping of a register or roll of such educators for the purpose of regulating qualifications, standards and professional discipline of teachers, and their admission to the education profession...”

On the 17 October 1994, the Minister of Education Prof Bhengu gave notice of his intention to establish a South African Council for Educators (SACE) [Government Gazette No 16037]. SACE was launched in September 1995 and officially recognized by the Minister in January 1997. Initially SACE had two functions: *registration* and *discipline*. In November 1997, SACE resolved to extend its responsibilities to include the professional development of educators.

On 2 August 2000, the South African Council for Educators Act no.31 was promulgated. Section 5 (a), (b) and (c) of this Act spells out the powers and duties of the Council with regard to registration of educators, the development of educators, and promotion of professional ethics. This is supported by section 2 which indicates the Act's three objects as:

- 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 by means of the functioning of the council.

On 26 April 2007, the Minister of Education promulgated the *National Policy Framework for Teacher Education and Development in South Africa (NPFTED)* [Government Gazette No. 29832]. Section 53 of the policy framework states that,

“...the South African Council for Educators (SACE), as a statutory body for professional educators will have overall responsibility for the implementation, management and quality assurance of the CPTD system. SACE will be provided with the necessary resources and support to undertake that role”

We are also awaiting the finalization of the Basic Education Laws Amendment Bill 2009 so that clauses that amend certain sections of the SACE Act could be effected accordingly, especially with regard to funding of the CPTD system and SACE's role in

managing and implementing the CPTD system. The Bill is currently awaiting approval by cabinet before it could be signed by the Minister of Education.

It is clear from this section that the two documents that provide SACE with its legislative authority and mandate are the SACE Act (2000) and National Policy Framework for Teacher Education and Development in South Africa (2007).

ANALYSIS OF THE SACE CORE MANDATES

It is difficult to clarify and redefine the role of SACE without interrogating the core mandates and functions of SACE in detail. This section will critically analyze the three core mandates and functions of SACE in terms of registration of educators, promoting the professional development of educators, and promoting ethical standards. The analysis should be able to identify challenges and areas of strengths for purposes of informing and clarifying the role of SACE. The analysis will also take into account lessons from 12 international teaching councils and the three national professional councils researched.

Registration of Educators

Every professional council has the right and responsibility to determine who will enter and remain in the profession. This is part of regulating and protecting entry into the profession. One way of regulating entry into the teaching profession is to ensure that all teachers are registered before they can practice. This is supported by the SACE Act that dictates that “a person who qualifies for registration in terms of this Act must register with the council prior to being appointed as an educator” and that no person may be employed as an educator by any employer unless the person is registered with the council”. SACE is registering teachers as the only means of regulating and protecting entry into the profession. However, presently SACE does not have mechanisms and processes for dealing with employers who are continuing to employ unregistered educators. If the council is serious about its role in terms of regulating and protecting entry into the profession, then it must find ways of enforcing the two

clauses in the Act. The country continues to have thousands of unregistered practicing teachers in schools. In fact, the data clean up process done recently between PERSAL and SACE registration database / register reveals that there are approximately 40 000 educators in public schools who have not yet registered with SACE and SACE cannot do anything to those educators and / or their employers. It is interesting to note that one of the functions of the Teacher Registration Council of Nigeria is to prosecute, in the court of law, unqualified persons performing the job of teachers in contravening the Act. Registration is important because it serves as a mark of professional recognition as a teacher and ensures that standards of entry into the profession are maintained. It also enhances and upholds the status of the teaching profession in various ways.

Registration Criteria

The Act dictates that SACE must set minimum criteria and procedures for registration or provisional registration of educators. The SACE Registration booklet that outlines the registration criteria and procedures identifies the criteria for registration as:

- satisfying the ethical standards contemplated in the Code of Professional Ethics for Educators; and
- having obtained
 - a minimum post matric teacher education qualification of three (3) years (M+3) or REQV 13;
 - A two (2) year certificate in teacher education qualification for the pre-primary phase (M+2 or REQV 12), or any other qualification recognized by the Council for purposes of registration.

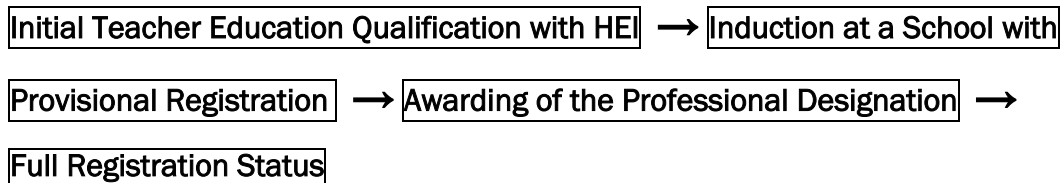
The implementation of the first criteria (in terms of satisfying ethical standards) has some limitations since it is dependent largely on the teacher's honesty when filling in the registration application form in terms of answering the question that says "*are you at the time of applying for registration, or were you previously, subject to (i) any disciplinary proceedings instituted by an employer, (ii) any legal proceedings by a*

competent authority". The overwhelming majority of the national and international teaching councils consulted, have proper screening and clearance procedures and processes, and collaborations with the police and security services of the country to eliminate people that are not proper and fit to teach in terms of criminal records and related areas. Perhaps as a first step towards the screening process, SACE may request teachers to add one or two references in addition to answering the ethical and legal question. SACE needs to decide if this would suffice for now in terms of regulating the profession and protecting it against criminal elements that might not be honest in answering the ethical and legal question in the registration form.

The second registration criteria, focuses on the minimum qualification required to be part of the profession. The qualification requirement for teachers in the schooling sector is Matric plus three years (M + 3 or REQV 13). Currently all Higher Education institutions are training teachers for four years in line with the Norms and Standards for Educators (2000) that will be replaced by the new teacher education qualifications policy in the near future. It might be worthwhile for Council to consider changing its qualification requirements by pushing it to M+4 or REQV 14. The present situation shows an anomaly where we have teacher training qualification requirements pitched at a higher level and qualification requirements for entry into the profession at a lower level. If implemented, the new M + 4 registration requirements should affect newly qualified teachers only or teachers who qualified after 2002. Teachers who have already registered will not be affected irrespective of their qualification level. Council could give grace period to the practicing teachers who have not yet registered with Council and this will encourage them to speed up their registration as well.

SACE is currently registering educators on the basis of presenting a paper qualification alone. SACE is the only professional council practicing this out of all the 15 professional council researched. It is difficult for SACE to know and understand the kind of a teacher entering the profession on the basis of presenting paper qualification only. SACE has come of age and it might be useful for Council to introduce the debates and discussions on induction and awarding of professional

designation to inducted teachers. Professional designation is a title or professional status conferred by a professional body in recognition of a person's expertise and the right to practice in an occupational field. In order to get a professional designation a teacher follows the following path:



This path is followed by most of the professional councils to ensure that the profession has qualified and competent teachers accepted as confirmed members of the profession. The implementation of this model needs proper coordination between the employers and SACE in terms of the induction programme and awarding of the professional designation title, and most importantly well trained and experienced mentors who are able to provide ongoing coaching and support to the newly qualified teachers at school level.

Just like the proposed M + 4 registration requirement, the awarding of the professional designation will be for the newly qualified teachers and perhaps foreign educators as well. To all registered teachers' (in the SACE register) professional designations will be awarded automatically since they are already practicing. SACE would be responsible for awarding the designation after the induction programme. Induction programmes will be managed by the employers. The national policy environment is appropriate for SACE to be engaging in induction and professional designation issues because of the current debates and discussions around the new teacher education qualifications policy by the Department of Higher Education, and the SAQA consultative and policy making processes on professional designation with all the statutory and non-statutory professional councils in the country.

Provisional registration

The SACE Act makes a provision for provisional registration. It is important for council to understand the reasons for registering a person on provisional basis. Firstly provisional registration is offered subject to the fulfillment of a particular requirement within a specified period. It is not used because the person does not meet the requirements at all and in order to accommodate him or her provisional registration is issued. SACE is currently, rightly or wrongly, the only teaching council implementing provisional registration in a way that is NOT intended by the Act or the way in which the provisional is used in different circumstances. In fact everyone who is registered and does not qualify for full registration is registered under provisional registration.

While this group of people appears to be assisting the country with teacher demand and supply issues, SACE needs to understand that it is consciously registering **unqualified** teachers. This is aggravated by the fact that our 2008/09 registration figures shows that there are approximately 12 000 plus provisionally registered teachers and 6 600 full registrations. The provisional registrations are double the number of full registrations. This is raising an alarm about regulating and protecting the profession and most importantly the level of sticking to the main registration requirements. In terms of the 2008/09 statistics the focus of registration has been largely on provisional registration. One of the main reasons contributing to this high number appears to be the ongoing registration of unqualified people or people not meeting the requirements. Other contributing factors are:

- Registration of student teachers;
- Foreign educators (all of them renewable after a year);
- Submission of forms without proof of certified copies; and
- Exceptions made from time to time by the office

SACE needs to rethink its position on provisional registration in terms of using it for everyone who does not meet the full registration requirements. This section will propose ways in which legitimate provisional registration and people who do not qualify for provisional registration could be dealt with.

First it is important to clarify who qualifies for provisional registration. Section 22 (3) – (6) is clear on what provisional registration is. It says,

- (3). if an applicant for registration satisfies the requirements referred to in sub-section (1), the council must register the applicant and issue a registration certificate to the educator (**FULL REGISTRATION STATUS**)
- (4) If an applicant does not satisfy all the requirements but the council is of the opinion that the **requirements will be satisfied within a reasonable time, the council may register the applicant provisionally** on such conditions as the council may determine (**PROVISIONAL REGISTRATION STATUS**)
- (5) When an educator who is provisionally registered as contemplated in sub-section (4) satisfies all the requirements for registration and the conditions referred to in that sub-section, the council must register the educator in accordance with sub-section (3) (**MOVING FROM PROVISIONAL TO FULL REGISTRATION**)
- (6) If an educator referred to in sub-section (4) does not satisfy the requirements for registration within a period specified, the provisional registration lapses and the name of the person is removed from the register (**CONSEQUENCES FOR NON-COMPLIANCE WITH CONDITIONS ATTACHED TO PROVISIONAL REGISTRATION**)

The Act also stipulates that council has the right to extend provisional registration period.

The research done from the 12 international teaching councils revealed that most of them maintain a register of qualified teachers only. Unlike at SACE the register of qualified teachers is made up of qualified teachers who trained in and outside that country. Again contrary to SACE, their provisionally registered teachers have a separate sub-register since they are on their way of being qualified educators. They only join the main register of qualified teachers once they become fully qualified. In the light of this, provisionally registered educators for those councils include the following only:

- Prospective teachers who are going through initial teacher training programmes – fourth year students in most cases;

- Newly Qualified Teachers who are either going through probation or induction and working towards acquiring their professional designation status and full registration

Some of the councils have a registration category for the returning qualified teachers. These are the teachers who were previously registered but had some career breaks, resigned or left the teaching profession for various reasons. Some of these teachers' names were removed from the register because of their professional conduct and others qualified as teachers but did something else before returning to the profession. These teachers are registered provisionally when they re-enter the profession. The most important thing is that they have a special induction and / or training session that assists them in filling the gap because of the time they spent out of the profession. This programme leads to full registration..

In certain councils, teachers who qualified outside that country (foreign educators) with a maximum of two years working permit (that is, those who will be teaching for not more than two years) are given provisional registration. In South Africa (at SACE) these teachers are given provisional registration renewable every year irrespective of whether they are qualified or not, or whether they have permanent employment or not. The other challenging factor is that, these foreign teachers renew their registration on a yearly basis despite the fact that some of them have long term working permits and permanent employment.

While SACE might have taken a decision to register them in this way, council needs to take stock and reflect because this is an administrative hassle for the office that has to issue new letters every year. Hence when you check the current SACE registration statistics you will realize that the Division's work is concentrated largely on dealing with foreign educators and provisional registrations. Secondly, there is a need to look at how this matter could be dealt with, within the broader framework of the Commonwealth recruitment protocol document, the newly released Commonwealth Teacher Qualifications Comparability Table (2010), and Report on Fair Trade for Teachers – Transferability of Teacher Qualifications in the Commonwealth by Keevey

and Jansen (2010). In addition, the office will be conducting small scale research on teachers migrating into South Africa so that when the registration of foreign teachers and the supply and demand issues are raised around employment of foreign educators we become an authority in informing the profession accordingly. This research will also assist with SACE's preparations for the two important international conferences – Africa round table on professional councils in Africa (2010), and the International Forum for Teaching Regulatory Authorities (2011).

All in all, provisional registration should be used for people who are in transition to full registration. In addition, this paper wants to acknowledge that there are number of FET lecturers who are professionally unqualified but registered with SACE on a provisional basis. If the suggested proposal on provisional registration is accepted, then Registration Committee would have to find ways of addressing the FET sector. It is important to also note that the Basic Education Laws Amendment Bill (2009) is moving the FET sector to the Department of Higher Education and Training which might have implications for whether SACE registration is mandatory or not on their part. The sector, however, appears to be interested in continuing with the registration of their lecturers.

Limited Authority to Teach or Permission to Teach

SACE just like many teaching councils internationally recognizes the need for professionally unqualified people (in the context of teaching) in cases where there is need and shortages of teachers. However, all the councils consulted are of the view that the best way to ensure high quality teaching and learning is to appoint fully qualified and registered teachers. In order to assist the country's supply and demand issues and schools that have special needs, and to put a stop to the use of professionally unqualified people, SACE needs to consider introducing what other teaching councils call Limited Authority to Teach or Permission to Teach sub-register that is not linked in any way to the main register of qualified teachers or a sub-register of provisionally registered teachers who are in transition to full registration status. SACE could call it Temporary Registration. The Permission or Limited Authority

to Teach should be granted for a specified period and it is confined to a particular school and / or area of specialization. It should be renewable, however, professional councils that are using it are limiting the renewable period to not more than two consecutive years, otherwise the school principal will have to motivate why he or she is still sitting with an unqualified person especially in the learning areas and subjects. One of the teaching councils researched does not practice one size fits all policy in renewing their Limited Authority Teach. The following approach is used:

- Registration renewable after three years IF you have a qualification at Higher Education level;
- Registration renewable after two years if your school is located in a rural area;
- Registration renewable after one year if you will be performing one of the following functions:
 - Day-to-day relieving
 - Substituting for things like maternity leave, long / sabbatical study leave, sick leave and others; and
 - Position for which it is difficult to secure qualified registered teacher

Currently, SACE has this category of people under provisional registration (with certain conditions attached to it) and these people are part of the main register.

Generally, the Limited Authority / Permission to teach sub-register will be for:

- (a) a person who has been offered a post where the school cannot find an appropriate qualified registered teacher to fill the post; and
- (b) a person who is doing some work at a school (for example coaching) but is not eligible to register;

At all times the school principal must motivate the reasons for employing an unqualified person. Councils who are using this sub-category have a special registration application form with two parts – one for the applicant and the other for the employer including the motivation.

If council approves the concept of limited authority to teach or for SACE Temporary Registration, it would mean that the SACE Act needs to be amended to include that type of registration. As an interim measure, Council could consider developing a policy on temporary registration in order to give the Registration Division direction on how to register this group of people. The policy should also be publicized within the profession and in particular to the employers.

Manual and Electronic Registration and the Register

The overwhelming majority of the teaching and non-teaching councils have electronic systems that deals with all or parts of the registration process – application on line, scanning of documentation, online payment, updating of information, tracking one’s application process, checking if the person is employed. The Teacher Registration Council of Nigeria has approximately one million educators. It also has federal states offices. This council appears to be advanced with regard to electronic registration of its teaching force. Documents are scanned and sent electronically through the nearest federal state offices, teacher union offices, and departments of education offices to the headquarters. There are dedicated people located at all the mentioned offices to assist with the verification of documents. It would be of greater value for SACE to have a dedicated working group that would share some learning experiences with this council. In this era of high technology SACE cannot continue to rely solely on manual registration.

Secondly, SACE needs to have the electronic register (e-register) with different access rights or levels. This register will be helpful to the teachers who want to track their registration process and those who want to know their registration status and numbers. The e-register will also assist employers who want to verify the registration status of the teachers before employing them. In some instances the register will be used to check the teacher’s professional and ethical standing.

Registration Recommendations

This section examined the SACE registration role in relation to its mandate and the functions it performs. It also tried to analyze these functions in comparison to what the 12 international and three national councils are doing with regard to registration. This paper acknowledges the good work that is done by the registration committee, through the registration division, and the challenges this committee deals with in trying to register all teachers in the country. In the light of this analysis and comparisons made with other councils, the paper would make the following recommendations. It is also important to note that some of the recommendations are unavoidably part of the professional development section. The recommendations are also trying to strengthen the SACE registration functions in terms of focusing more on substantive matters. The recommendations are as follows:

1. SACE should play a stronger role in regulating and protecting entry into the profession. This role is powerful in enhancing the status of the profession and allowing SACE as the professional council to determine what kind of a teacher should be confirmed as a member of the profession.
2. SACE should regulate and protect entry into the profession by moving beyond the registration of teachers only. It needs to develop the minimum requirements for entry into all levels of the profession (section (5) (b) (ii) (aa) of the SACE Act mandate SACE to perform this function). If this is to happen, the registration committee must work collaboratively with the professional development and ethics committee in setting and maintaining the professional and ethical standards that will determine who comes and stays in the teaching profession. These standards should also be embedded in the Higher Education Institutions' IPET programmes so that SACE can begin a process of not registering a paper certificate but register a well qualified and competent teacher. It is important to note that Section 5(b) (ii) (aa) – (bb) gives SACE the powers to perform this function.
3. SACE must play a role in promoting teacher professionalism by not promoting the registration of unqualified people or anyone who wants to teach. In this

- regard SACE must clean up its registration database and keep a register of qualified teachers at all times.
4. A sub-register of provisional registration be created and managed accordingly in collaboration with the relevant committees, such as the professional development committee in cases where induction process is available (Sections 5(a)(ii)(iii) supports idea of different or sub-registers)
 5. A sub-register of Limited Authority to Teach is created to avoid overloading the main register of qualified teachers with people who do not qualify to register or are not even intending to qualify as teachers in near future. A SACE policy on limited authority to teach is developed, through the research unit, to guide employers and the profession as a whole. This sub-register will also inform SACE and the profession as whole, the extent at which employers and schools are employing unqualified people. Registration Division to work with Communication Division to develop specific information brochures for employers and unqualified people who are offered posts in schools.
 6. SACE should play a role in informing the profession by utilizing its register optimally. Currently the SACE register is under-utilized the data in the register is used largely to inform the profession about how many teachers are registered and in which categories. SACE register is a powerful information tool that could assist with various statistics and inform the country's supply and demand and teacher migration issues. A proposal is made on SACE, through its research unit to produce an annual SACE statistics publication to inform the profession and complement the existing publications.
 7. The registration processes, annual renewal and its linkages to work permit and employment status of teachers who trained overseas or foreign teachers are looked at from a different perspective. Proposals on these issues are prepared for tabling at the next Registration Committee.

8. Registration working group be established to study different national and international electronic registration processes and make proposals to the Registration Committee and subsequently EXCO and Council.
9. The registration information that goes out to the public, teachers and the profession as a whole needs to be packaged differently. The following registration publications in the form of pamphlets, brochures, flyers, Z-folders etc) are proposed:

- Prospective teachers
- South African practicing teachers
- Teachers who trained overseas / foreign teachers
- Teachers Returning to the Profession
- Teachers with Limited Authority to Teach (subject to approval)
- Employers

10. In order to get the right and useful data there is dire need to differentiate the registration forms for different purposes. SACE cannot continue to have one size fits all kind of a registration form that is not giving us the comprehensive data and information that is useful for understanding the profession. This paper is mindful of the fact that this will have implications on formatting the database and fiddling with some fields. This is necessary and will assist the council in the long run. In fact all the 15 professional councils researched use different forms for different groups they register. The following forms are proposed:

- Prospective Teachers
- South African Practicing Teachers
- Foreign Teachers
- Teachers with Limited Authority to Teach (subject to approval)

These recommendations serve two purposes. Firstly, they are supposed to give direction in clarifying SACE's role with regard to registration functions and strengthen them. Secondly, they will assist in the strategic planning sessions in terms of defining the registration focus and priorities and also setting the Division's short, medium and long term objectives. Lastly, some of them could be taken forward for further discussions in the Registration Committee and subsequently to EXCO and Council.

Professional Development of Educators

Professional Development Landscape in South Africa

Professional development of teachers continues to be a contested terrain in this country. There are number of organizations and institutions involved in the development of teachers in many ways. In order to locate SACE's professional development role, it is important to understand the broader teacher education and development landscape in South Africa because it has a direct bearing on the professional development role of SACE. Again this will assist in finding the distinct role that SACE should play with regard to professional development.

Departments of Basic Education and Higher Education and Training

The Departments of Basic Education and Higher Education Training, and the Provincial Education Departments, as employers of teachers, have legal responsibility and obligation to develop all teachers in the country. The Departments' professional development provisioning focuses essentially on classroom practice issues. The professional development programmes take place mainly in the form of workshops, skills programmes funded through skills development funds, full qualifications through higher education institutions, and others.

The Department of Higher Education and Training provides subsidy funding to public higher education institutions for initial and continuing professional development qualifications. This subsidy funding and the recognition and evaluation of

qualifications for employment purposes are currently regulated by the *Norms and Standards for Educators* (Gazette No 20844, 4 February 2000) and the *Criteria for the Recognition and Evaluation of Qualifications based on the Norms and Standards for Educators* (Gazette No 21565, 22 September 2000).

Through the National Student Financial Aid Scheme (NASFAS), the Department of Higher Education and Training provides financial aid for initial teacher training. Both the Departments of Higher Education and Basic Education interact directly with foreign donors, many of whom invest in professional development programmes. The Departments of Education are responsible for producing a national teacher education and development plan. They have, in collaboration with their stakeholders, recently released the national integrated teacher development plan (still to be approved by the Minister) that will ensure that teacher development provisioning takes place in the country in a coordinated manner.

Education Training and Development Practices Sector Education and Training Authority (ETDP SETA)

It is important to start by emphasizing that the ETDP SETA is not a provider of professional development. The SETA administers a significant amount of skills levy funding from the provincial and national departments and with a small amount from private providers. These funds may be used in a variety of ways that will facilitate and promote professional development. These funds must be disbursed only to accredited providers (universities, technikons, NGOs, for-profit providers) and for qualifications and unit standards that are registered on the National Qualification Framework (NQF). The SETAs operate under the aegis of the Skills Development Act of 1998 (As amended by the Higher Education Laws Amendment Act, 2010) and the Skills Levies Act of 1999. In addition, the ETDP SETA acts as an Education and Training Quality Assurance body (ETQA) that may accredit providers and programmes.

Education Labour Relations Council (ELRC)

The ELRC, with representation from the DoE and the unions, has over the years produced a number of resolutions dealing directly with professional development including the Developmental Appraisal System, Job Descriptions and Workloads, IQMS, career-pathing, and Occupation Specific Dispensation. The ELRC just like the ETDP SETA does not provide any professional development to teachers.

Council on Higher Education (CHE)

The CHE's Higher Education Quality Council (HEQC) sets standards and quality assures all higher education programmes, including the teacher education and development ones.

South African Qualifications Authority (SAQA)

SAQA oversees the development and implementation of the National Qualifications Framework (NQF). SAQA registers qualifications on the NQF and quality assures the quality councils.

Teacher Unions

Teacher unions have professional matters or education desks that are responsible for professional development. They also provide various professional development programmes themselves or in collaboration with other providers.

Public and Private Providers

There are twenty-one public higher education institutions offering teacher education and development qualifications. There are also a number of private providers operating at different levels providing various professional development programmes. Most of these providers are accredited by the ETDP SETA while some are registered with the Department of Higher Education and Training. Some private providers work in partnership with public higher education institutions and offer programmes leading to the qualifications of the public higher institution. Some

private providers offer their own qualifications once they have been registered on the NQF and the provider has been registered as a private higher education institution by the Department Higher Education and Training.

There are also number of Non-Governmental Organizations, Community Based Organizations, and Professional Associations providing various kinds of developmental programmes to teachers. The bigger picture and landscape of professional development in the country will assist in clarifying SACE's professional development role.

SACE Professional Development Role

SACE gets its professional development mandate from the SACE Act no.31 of 2000 and National Policy Framework on Teacher Education and Development (NPFTED) in South Africa, 2007. Section 5(b) of the SACE Act prescribes the professional development mandatory functions in terms of promoting, developing and maintaining the image of the profession, promoting the development of educators, advising the Minister on various teacher education and development matters, and researching and developing a professional development policy. In addition, the SACE Act stipulates the professional development discretionary functions in terms of developing resource material and conducting training programmes in consultation with the employers, compiling and printing a professional journal, and establishing educator professional assistance facility. On the other hand section 53 of the NPFTED gives SACE the responsibility to manage and implement the CPTD System.

While the SACE Act is clear on what SACE's professional development focus should be, there has conflicting views on the role that SACE should play in professional development. Different SACE Council structures, SACE administration, and teacher unions always had opposing views on the SACE professional development role. The contestation has always been on the one hand, SACE providing professional development and other SACE promoting professional development and not providing it. These conflicting views have sacrificed the implementation of the mandatory

professional development functions such as advising the Minister, promoting the image of the profession and others.

The SACE Act has room for the provisioning of professional development under the discretionary functions in terms of section 5(b) (v) that says “may develop resource materials to initiate and run, in consultation with the employer, training programmes, workshops, seminars, short courses that are designed to enhance the profession”. While the Act has room for provisioning of professional development it is necessary to understand that this is not viable for SACE given the amount of human and physical resources needed to perform this function adequately. SACE has over the years focused a lot on training programmes around professional development portfolios, ethics and values in education, ethics and legal training, and IQMS performance standard no.5 (with focus on professional development on the field of your career). The experiences on these training sessions have proven that very few educators benefited from them despite the fact that more resources were spent on them.

The professional development landscape has shown that there are many providers offering various professional development programmes. The Provincial Departments of Education, as employers, should take the lead in delivering professional development to teachers and SACE redirect its energies and resources to other teacher education and development areas. SACE should conceptualize programmes that will address needs of the profession, promote the image and enhance the status of the profession. These concepts should be made available publicly to the provider community for purposes of developing the relevant programmes.

Furthermore, the NPFTED provides SACE with a new role of managing the CPTD System and part of this process involves approval of providers to offer professional development programmes and quality assurance of the submitted programmes and activities. Because of this new role and focus SACE cannot be a provider of professional development. The overwhelming majority of the professional councils consulted do not offer professional development programmes.

Promoting, Developing and Maintaining the Image of the Profession

The SACE Act mandates SACE in terms of section 5(b) (i) to promote, develop and maintain the image of the profession. The 2008 OECD reviews of national policies for education in South Africa reports argues strongly that SACE is well positioned to assist in improving the public image of the teaching profession. In redefining its professional development role SACE needs to take this as one of its priorities in terms of having different programmes and activities that will address this function. It also needs to take on its role of regulating entry into the profession seriously and take on the responsibility of setting professional standards from IPET to Continuing Professional Develop and minimum entry into all levels of the profession. This will assist in how the teaching profession is perceived. The OECD report also indicates in promoting the image of the profession, SACE should also have teacher recruitment programme and activities that will complement and support the ones run by the Departments of Education. Prof Samuel argues that SACE's new role of managing the CPTD System and ultimately quality assuring the professional development activities will ensure that the database of these activities becomes a valued hallmark of quality. He argues that in this way SACE will become a key agent in ensuring quality education through restoring the quality of teachers in the system. He emphasizes that this will contribute immensely to SACE's major responsibility of raising the image and status of the teaching profession and this will lead to a profession that could once again proudly claim to be a noble profession.

Promoting the development of educators

This paper has already proposed that SACE should not provide professional development programmes and activities. SACE needs to leave the actual development of educators to the employers (Departments of Educations, SGBs, Independent schools and others). Other providers such as professional associations, NGOs, private and public providers, teacher unions will complement what the departments of education are already doing. The Department of Basic and Higher Education's draft national integrated plan for teacher education and development

echoes this by indicating that provision of Continuing Professional Development activities and programmes will be the responsibility of provincial departments of education together with their district counterparts and SACE-approved providers. SACE should however, play a role of monitoring and evaluating this provisioning to ensure the profession is developed and acts as the voice of the profession.

SACE should redirect its resources and energies in playing a role of promoting and developing the teaching profession. In carrying out this role, SACE will focus more developing and maintaining professional standards, identifying needs of the profession and ways of addressing them, advising the Ministry of Education and the profession on various teacher education and development matters, inform the profession through research, play a role in the standard setting and quality assurance of higher education qualification in partnership with the relevant quality council and others. This will assist in ensuring that the needs of the profession are addressed and the status of the profession is enhanced. All these functions will be performed in line with section 5(b) of the SACE Act.

Furthermore, for many international teaching and national councils consulted, promoting the teaching profession involves the following as well:

- developing initial teacher education standards that will be used by the Higher Education Institutions and Colleges in developing teacher education programmes and training prospective teachers;
- Developing graduation teacher standards. The main purpose of these standards is to describe what a newly qualified teacher on entry into the profession should know, understand, be able to do, and demonstrate disposition that make them an effective teacher. These standards are embedded in the teacher education programmes;
- Quality assurance and accreditation of teacher education programmes. The General Teaching Council of Ireland mentions that its accreditation of teacher

education programmes offered by Higher Education Institutions will be different from the academic accreditation done by the quality assurance with authority on higher education programmes (an equivalence of CHE in South Africa). It argues that **academic accreditation** is based on the suitability of a programme for the award of a degree or diploma. On the other hand, **professional accreditation** for any profession is a judgement as to whether a programme prepares one for entry into the profession. Therefore this calls for accreditation criteria that is specific to the profession;

- Newly qualified teachers being registered provisionally so that they can go through probation and / or induction that leads to acquiring qualified teacher standard or professional designation (like in the GTC of England, Scotland, Wales, Ontario College of Teachers and others) and full registration status. The council would work collaboratively with the employers in developing the induction programmes;
- Developing and implementing the professional designation programme; and
- Conducting of professional qualifying examinations and interviews to Determine suitability for registration (the Teacher Registration Council of Nigeria is practicing this). Although this issue is highlighted in the professional development section, conducting professional qualifying examinations is more of a registration function.

The introduction of the CPTD system through the NPFTED has assisted in enhancing and strengthening the professional development role. This is supported by Prof Michael Samuel who argues that SACE's new expanded role of managing the CPTD system is likely to place SACE in a more prominent role within the education system and its capability to take on the challenges of this new prominent role should mark the next decade of its operations. The OECD report on national policy reviews also echoed these sentiments in its recommendations by proposing that "SACE needs to

be satisfactorily resourced to enable it to fulfill its important remit in relation to the teaching career and to undertake the new responsibilities being proposed for it.

The 15 professional councils researched have the Continuing Professional Development (CPD). The CPD is mandatory in all of them and it is used largely to retain one's registration with council and professional designations in some cases. SACE has not reached this stage as yet. It should use the CPTD system in a non-punitive manner so that it can ease the profession into this system. Council has a resolution of implementing the CPTD system for a period of six years and learns from its experiences before taking decisions on punitive and reward measures.

Advising the Minister on Teacher Education and Development Matters

SACE has not been able to implement its advisory role in terms of advising the Minister and the profession on various educational matters. It is interesting to note that the advisory role appears in various sections of the Act – in sections 5(b)(ii) under professional development with regard to teacher education, and development matters and 5(e)(i)(v) under general with regard to any educational aspect the Minister may request it to advise on, and on any relevant education aspect. This shows how important this role is to SACE, Minister, and the profession as a whole.

In addition, the discretionary functions are in one way or another embedded in various roles and functions of SACE. Therefore they will take place anyway.

Professional Development Recommendations

Just like in the registration section, these recommendations should be used to give direction in clarifying and redefining SACE professional development role, focus, and functions. They will also be used to define the professional development priorities and setting of goals for the strategic planning session. Some of the recommendations should be sifted and be taken to the Professional Development

Committee for further research, discussions, and recommendations to EXCO and Council.

1. SACE should play a role of monitoring and evaluating the provisioning of professional development. It should also identify the needs of the profession and recommend various ways of addressing them
2. SACE is not a provider of professional development. It could identify and conceptualize programmes that will lead to enhancing and promoting the image and status of the profession and make those publicly available for the providers to develop programmes on the basis of those concepts. In this way SACE will be contributing to the process of addressing the needs of the profession. The programmes could be around teacher recognition and appreciation, teacher recruitment, and others.
3. SACE should promote the development of the profession. This role should involve the standards setting and maintaining processes, setting minimum requirements for entry into the profession at all levels, informing the profession through research, working collaboratively with the Department of Education on the development and implementation of Induction programme that will be linked to provisional registration, manage the professional designation programme (once approved), develop a programme of welcoming and orientating newly qualified teachers into the profession, and other programmes
4. SACE should manage and implement the CPTD system and monitor the provisioning and uptake of professional development activities. The ongoing or regular resourcing of SACE with regard to the CPTD system should be part of the SACE Act.
5. SACE should prioritize its advisory role that is informed by research and consultations with stakeholders

6. SACE is key and central to developing, promoting and maintaining the image and status of the teaching profession. It then becomes critical that programmes that will contribute to the image building be conceptualized and developed
7. SACE should establish formal partnership with Higher Education Quality Committee in terms of the professional accreditation of teacher education qualifications
8. The CPTD Information System (CPTD-IS) should contribute to the proposed annual SACE statistics publication
9. Proposed publications for Professional Development in a form of brochures, information packs, flyers, pamphlets etc:
 - Welcoming prospective / newly qualified teachers into the profession
 - Professional Development role and functions
 - CPTD System Handbook
 - Professional Standards for pre-service and in-service teacher education
 - Standards for entry into all levels of the profession
 - CPTD-IS Educator Manual
 - Becoming a Teacher / Joining the Teaching Profession (as part of teacher recruitment)
 - Appreciating teacher initiatives

Professional Ethics

Setting and Maintaining Standards of Professional Conduct

SACE like all the other professional councils maintains and improve standards of professional conduct through its code of professional ethics. Section 5 (c) (i) dictates that SACE “must compile, maintain and from time to time review a code of professional ethics for educators who are registered or provisionally registered with the council”. SACE has the code of professional ethics but the question is how often does it get reviewed and most importantly what informs its review process. It might be worthwhile for SACE to consider reviewing its code of professional ethics at the end of every financial year. The review process should be informed by the following:

- Experiences and lessons drawn from investigations and hearing sessions;
- Inputs and feedback from panelists, staff and Councilors;
- Inputs and feedback from ethics outreach and information sharing sessions, and stakeholders;
- Annual ethics cases review report;
- And any other relevant process or documents

This information should also assist in reviewing the SACE disciplinary procedures document. For the review process to be enriched and take place effectively it is necessary that documentation of the above take place throughout the year to inform it accordingly at the end of every financial year. This is necessary as part of the evidence that informs the review process and most importantly serve as record for the internal and external audit processes. Coupled with this, there is a need to have an annual report on the review of ethics cases that is linked to the financial year. This report will contribute to the following:

- SACE main annual report;
- Suggested SACE statistics publication;
- Informing the profession about emerging trends in the cases submitted to SACE;
- Informing the work of the Labour Relations Units in the Provincial Departments of Education; and
- Advising the Minister on standards of professional conduct

Disciplinary Procedures and Sanctions

Section 5 (c) (ii) – (iv) of the SACE Act deals with the disciplinary procedures and sanctions. This paper will not do any analysis on the disciplinary procedures. It is proposing that they should be left to the experts in the field.

Informing the Profession about the Code of Professional Ethics

SACE has been involved in various strategies of ensuring that educators know and understand the code of professional ethics. SACE has developed big code of ethics posters that have been sent to schools. Of course, the challenge is one or two posters are sent to schools and they either find themselves in the principal office or in the staff room / administration block's walls. Teachers may or may not read them. Whether they read or not read them is a different matter, the fact remains the code of professional ethics should be available in every school. While sending these posters to school has been a good initiative by SACE, the gaps has always been that there has not been any monitoring and evaluation mechanisms to check if schools received them and utilize them accordingly.

Secondly the ethics Division has been conducting number of information sharing and outreach sessions on the code of professional ethics and types of cases received by SACE. These sessions have been quite useful to educators in terms on interpreting the code and understanding the consequences of contravening it. Again, the face-to-face or contact sessions with teachers yield more benefits to the educators than sending them posters and other forms of reading material because in most cases they do not read at all. The challenge has always been that SACE does not have the human resource capacity and financial muscles to reach the majority of the registered educators. Hence the utilization of electronic media (radio) becomes useful in terms of reaching larger audience. The Ethics Division must work collaboratively with Communication Division in developing Communication and Advocacy strategy that will serve two purposes:

- Publicizing the code as widely as possible and ensuring that every teacher understands it and the consequences of contravening it; and
- Improve SACE's perceived image of being the disciplinary arm of the Departments of Education or focusing too much on disciplining educators than developing the profession

The implementation of this strategy should however be cushioned with robust professional development programmes to avoid been seen as focusing too much on ethics.

Changing the Perceived Image of SACE in terms of Disciplining Educators

One way of ensuring that SACE changes the perceptions about its focus on disciplining educators is to ensure that there are sound professional development programmes that support teachers who contravene the code of professional ethics. This will contribute immensely in developing the profession and minimizing cases. It is also important to note that SACE has already started working on this area but there is a need to conceptualize it accordingly and formalized it so that it could take place at a larger scale.

Secondly, the paper has also indicated that SACE cannot be a provider of professional development. Just like in the professional development section, ethics developmental issues could be conceptualized for providers to take them further in developing material and programmes for educators. This has been done before in terms of SACE developing, through the Professional Development Division, a Handbook on the Code of Professional Ethics. SACE has not been involved directly in training teachers on the handbook. The handbook has been used widely by the Higher Education Institutions and other providers in preparing prospective teachers and training practicing teachers. The handbook was released in 2002 and has never been revised since then. It has proven to be a useful tool to educators and higher education institutions, therefore SACE needs to review and revise it accordingly so

that it can continue to be used by the educators as part of developing the profession and changing SACE's image of disciplining educators.

Lastly, the paper proposes that the Ethics Division work in collaboration and consultation with the Professional Development Division when dealing with educator development matters.

Professional Ethics Recommendations

1. SACE plays a regulatory role by investigating and hearing cases of professional misconduct by the SACE registered educators. Through this regulatory role SACE should develop, promote and maintain standards of professional conduct;
2. SACE should review its code of professional ethics and disciplinary procedures at the end of every financial year;
3. SACE should produce annual report on the review of cases submitted to SACE every financial year. The development of the existing database for managing cases will contribute largely to this proposed report. This will assist in advising the Minister and Council and informing the profession on case patterns and trends;
4. The existing Handbook on Code of Professional Ethics be reviewed and revised accordingly;
5. SACE should develop a concept document and programmes that would assist in improving educators' perception about its role in disciplining them. These would include programmes that support teachers who contravene the code of professional ethics. This would include rehabilitation, counseling, mediation, correctional, victim follow-up and support, and referrals;

6. SACE should have a comprehensive communication and advocacy strategy to publicize the code of professional ethics and ensuring that educators understand it

7. Proposed publications for ethics section

- Code of Ethics Posters;
- Pocket size Code of Professional Ethics brochure for every educator;
- Disciplinary Procedures;
- Revised Handbook on Code of Professional Ethics

Conclusion

In conclusion, the paper has tried to examine the roles and functions of the existing three key areas of SACE. It has also made proposals for each of the three key focus areas with the understanding that they will inform the forthcoming strategic planning sessions and Divisional priorities. Some of the issues will be discussed further in various committees and others need further conceptualization and research work. It is significant to note that the majority of the discussed and proposed functions and recommendations in each section need strong research and monitoring and evaluation support. SACE need to move away from engaging more in technical and regular administrative matters and move more towards substantive matters that need some interrogation, consultation, and evidence based research information. This existing gap should be addressed by establishing a research unit that will support all the SACE Divisions with planning, policy, research and monitoring and evaluation activities.

Recommendations on the Broader Role of SACE and its Functions

This paper has made recommendations for the three key focus areas of SACE. This section will try and tie them together in coming up with broader recommendations on SACE role and functions:

1. Regulation and Protection of the Teaching Profession

- Regulate and protect entry into the profession through registration, and developing and monitoring standards for preservice teacher education.
- Manage a register of qualified teachers
- Managing the code of professional ethics
- Managing the complaints and discipline within the profession
- Managing and implementing the CPTD system

2. Developing the Profession Role

- Managing and implementing the CPTD system
- Approval of providers, quality assurance of professional development activities
- Engage in partnership with the HEQC for quality assurance of teacher education qualifications
- Developing and monitoring standards for pre-service and in-service teacher education
- Set and monitor minimum standards for entry into the profession
- Set and maintain standards for professional conduct
- Identifying the needs of the profession and suggest various ways of addressing them
- Conceptualize induction and professional designation for teachers in collaboration with the relevant stakeholders
- Establish the educator professional assistance facility

3. Promoting Teaching as a Profession

- Developing programmes that contribute to teacher recruitment processes
- Creating new opportunities for celebrating contributions of the teaching profession

- Promoting programmes that focus on teacher appreciation (for example the World Teachers' Day)
- Promoting the profession to the public in order to improve the status and image of the teaching profession
- Supporting the National Teaching Awards
- Regular Professional Magazine

4. Informing the Profession

- Produce annual report on the review of ethics cases
- Produce annual statistics report that is informed by the registration database, ethics database, and CPTD Information system. This will complement the Department of Education's Statistics at Glance which is focusing more on learners. This one will focus more on educators
- Produce research reports and disseminate findings to the profession in various ways

5. Advising the Ministers of Education, Council, and the Profession

- Advising the Ministers of Basic and Higher Education, Council and the profession on teacher education and development matters such as
 - i. Teacher professionalism
 - ii. Teacher supply and demand issues
 - iii. Standards of IPET and CPD or pre-service and in-service teacher educations;
 - iv. Needs of the profession;
 - v. Induction of Teachers;
 - vi. CPTD system;
 - vii. Standards of entry into all levels of the profession;
 - viii. and others
- Advising the Minister of Basic Education, Council, and the profession on standards, trends, and patterns of educators' professional conduct

- Advising the Minister, Council and the profession on any relevant education matter
- Ensure at all times that the advisory role is informed by consultations (where necessary), research, and information in the registration database, ethics database, and the CPTD Information System.
- In some instances advisory will be done through the development of policy positions on various educational matters

6. Promoting Research on Professional Matters

- Establish research unit that will focus on research, policy and planning, monitoring and evaluation, and resource centre. The unit will support all the SACE Divisions as well in terms of its functions
- Develop the research policy for SACE and identify focus areas and priorities
- undertaking research on professional matters for purposes of informing SACE programmes, Council decisions, educational policy, advising the Ministers of Education, Council and the profession
- Publication and dissemination of research finding through various channels
- Conceptualise and develop programmes that will promote practitioner based research (by educators). This will contribute to their professional development and contributing to the profession

7. Creating Awareness of Professional Matters to the Educators

- Developing comprehensive SACE advocacy and communication strategy for purposes of publicizing and communicating SACE activities and various professional matters;
- Focus on internal and external communication activities;
- Use various communication tools and strategies to ensure that all educators are reached;

- Two way communication strategy with educators;
- Develop fundraising strategy for SACE including opportunities for paid advertorial space in all the SACE bigger publications such as magazines, newsletters, diaries, and others; and
- Ensure that all educators receive one publication from SACE once a year at least

This paper will inform SACE's direction and priorities in the next coming three to five years. The paper will also assist in developing or crafting the strategic and operational plans of the organization. These plans will also have budget allocations. The implementation of the redefined SACE role, functions, priorities, strategic plan, and operational plan depends largely on the financial resources, and most importantly building a capable organization. This would include having capable people especially for key positions to contribute to successful strategy execution, developing the current human capital to be able to deliver on SACE's mandate and plans, and creating strategy supportive organization structure. In most cases change or review of a strategy requires revised organizational structure for successful implementation because organizational structures serve as tools for facilitating the execution of strategy and achieving performance targets. Therefore, the strategic and operational plans will be accompanied by a reviewed structure that is aligned to the key strategic deliverables reflected in the plans.

