

## **CHAPTER 3: AN ANALYSIS OF THE EXTERNAL ENVIRONMENT OF TEACHER TRAINING COLLEGES IN SOUTH AFRICA**

### **3.1 INTRODUCTION**

Education in South Africa is at a cross-road as negotiations for a new education dispensation are in progress. Whereas in the past the state has monopolized the control and the policy process of education, the range of educational role-players has increased and, recently, there have been more opportunity for external transactions and internally initiated change (Muller & Cloete, 1990:17).

The recognition of the failure of educational institutions to meet the needs and aspirations of all South Africans, has resulted in extensive criticism in terms of the status and image of teacher training colleges in South Africa. The view is widely held that a large number of colleges of education have no developmental relationship with their communities and their schools. Many colleges fail to sustain a coherent and relevant programme of instruction and, as a result, do not provide South Africa with educated, creative and skilled teachers and pupils (O'Connell, 1993:1).

By statute, colleges of education have little control over their syllabi and their curricula and, in most cases, teach with the a view to writing external final-year examinations. In the past, colleges of education have not been charged with creating knowledge and there is no tradition of honest self-examination that characterizes systematic and institution-based research (O'Connell, 1993:3).

The impression of colleges of education is consistently negative, and strong intervention is required to render colleges of education functional. During times when the focus is on colleges of education as the major providers of teachers for South Africa, these institutions are forced to play a pivotal role in the revitalization of teaching. Colleges of education need to engage in a

broader analysis of the institutions' strengths and weaknesses in relation to external threats and opportunities. These institutions have to urgently develop strategies to cope with change and uncertainty in order to ensure that the maximum opportunity is taken during the period of transition. Educational institutions that will prosper in future, will be learning-efficient institutions capable of anticipating shifts in their environments (Shaw & Perkins, 1991:1). According to Dippenaar (1994:104) matters outside the educational organization are even more important than the matters within the organization, as they govern and interpret the matters inside.

By looking at a number of signposts for future education, possible surprises and pitfalls which can make or break any college of education, will be determined in this chapter. Two possible future education scenarios, based on the most critical external environmental determinants, will be structured. A strategic plan, indicating how the institution can react to those emerging trends and challenges in the external environment, can then be prepared.

## **3.2 EMERGING TRENDS AND CHALLENGES IN THE EXTERNAL ENVIRONMENT OF TEACHER TRAINING COLLEGES IN SOUTH AFRICA**

### **3.2.1 ORIENTATION**

In 1986, the Minister of National Education announced a ten-year plan for education. Against the background of increasing learner numbers, this plan was based on an annual real increase in the education budget. A satisfactory increase in the education budget was not possible, due to the very low economic growth rate, coupled to the State's commitment to public expenditure. In May 1989, the Minister of National Education announced that the ten-year plan was to be shelved and that alternative solutions to the problem of funding and expanding the education system had to be found to prevent further backlogs in future education (ERS, 1991:6).

Continued criticism of the education system, which had little support amongst the majority of South Africans, and the recognition of its deficiencies, gave rise to the launching of an Education Renewal Strategy (ERS, 1991:16).

In May 1990 the Minister of National Education announced the development of an Education Renewal Strategy for education in South Africa. The Education Renewal Strategy was launched to develop solutions through which the education system could become acceptable to the majority of South Africans, through which equal education opportunities could be available for all entrants to education and solutions through which education could equip learners to make a meaningful contribution to economic growth in South Africa (Bennell *et al.*, 1992:1). This strategy was to be developed in conjunction with the Ministers of Departments of State responsible for education and was to be carried out under the auspices of the Committee of Heads of Education Departments.

The Education Renewal Strategy (ERS, 1992) became the subject of extensive criticism. While the majority of groups outside the government refused to take part in the Education Renewal Strategy investigation, it did open up a debate around its recommendations and negotiating positions for education (NEPI, 1993:153). Democratic forces, intending to contribute to the educational debate, embarked upon an analysis about the significance of the report and raised numerous questions about its proposals (Bennell *et al.*, 1992:1).

The Education Policy Investigation (NEPI) was launched in December 1990 as an inquiry into policy options for a future educational dispensation in South Africa. It was commissioned by the National Education Coordinating Committee (NECC), a national body representing parents, teachers, students and education communities (NEPI, 1993:1). The banner under which this coordination took place was that of 'People's Education', which embodies the broad non-racist, non-sexist and democratic values of the loose groupings of organizations constituting the 'democratic movement'. As such, the National Education Policy Investigation is an investigation which takes place under the

broad umbrella of 'People's Education' and which seeks to give practical form to the values it supports.

A study of the criticism against the education system that has been structured by the previous government and an investigation into the proposals of a wide range of educational stakeholders for a future education system, has made it evident that education is currently being addressed from two broad perspectives.

Criticism against the education system and proposals for the future, emerge from individuals and research groups sharing in the educational philosophy of the previous government. At the same time, demands for redressing the education system and proposals for a future education system, emerge from forces sharing in the philosophy of the current government.

According to Hofmeyr and Buckland (1992 a:15) the process of system and policy change in South Africa will take the form of negotiations between the major interest groups. Such negotiations could take the form of political manipulation, whereby interest groups exert pressure on the political authorities; external transactions, whereby external interest groups negotiate with the profession for additional services; or internal initiation, which involves the initiation of change by members of the teaching profession itself.

The notion of an immediate replacement of the existing education system with a new ideal system, is false. The existing structures, resource constraints, competing ideologies and the process of negotiation will produce compromises between ideal and reality. The shape and pace of educational change further depend critically on the nature of the existing system and an analysis of its pattern of relations with the broader social and political context of which it is a part.

The only manner in which colleges of education will be able to develop strategies, with the aim of legitimate and acceptable teacher training, is

through anticipating and understanding demands in their external environments and considering the development of teacher training alternatives.

While the future will always be beyond accurate prediction, two broad future educational perspectives, both focusing on the major determinants in the external environment of teacher training colleges, will be structured. These scenarios will present examples of how colleges of education may have to reposition themselves in a changing external educational environment.

In scenario A the educational views of the previous government will be discussed. Scenario B will focus on alternative educational views, including those of the current government.

### 3.2.2 SCENARIO PLANNING

By means of an analysis of the external environment of teacher training colleges in South Africa, a number of critical determinants have been identified to provide a framework within which to discuss the perspectives of scenario A and B. These determinants will be addressed in terms of the education system that has been in place as the blueprint, up until 27 April 1994.

The following educational determinants will now be discussed:

- \* Underlying philosophy
- \* Education model and policy
- \* Control of education
- \* Finance and economy
- \* Integration of education and training

- \* Curriculum
  
- \* Teacher training
  - Teacher training policy
  
  - Control of teacher training
  
  - Curriculum
  
  - Distance education
  
  - Admission requirements

### 3.2.2.1 Underlying philosophy

#### (a) Scenario A

The structures and processes defining the conventional South African education model emerged from a political history dominated by racial segregation and an educational history dominated by the Christian National Education philosophy. These structures are based on the segregationist statutory framework of "Own Affairs" and "General Affairs", set up by the Constitution of the Republic of South Africa, Act no. 10 of 1983 (Benell *et al.*, 1992:2).

During the Ministry's Conference on Education in June 1990, the principles of generally accepted human rights, the acknowledgement of the common destiny of all South Africans, as well as the unique needs and responsibilities of diverse communities, were embedded in the education philosophy of the previous government.

## (b) Scenario B

The philosophy of the alternative educational movement is based on the principles of 'Peoples Education', a mobilizing ideal which embodies the principles of non-racism, non-sexism, democracy, a unitary education system and the redressing of historical imbalances (NEPI, 1990:5). Having a strong social basis, the development of human potential, national reconstruction and the economic and political empowerment of all citizens are cornerstones of this philosophy. It represents the democratic ideals of organizations and individuals concerned with future education (NEPI, 1993:1).

### 3.2.2.2 Education model and policy

#### (a) Scenario A

The Education Renewal Strategy (1992), containing a vast number of recommendations for future education planning in South Africa, represents a decisive break with earlier statements on formal education made by the previous government.

Many South Africans view the education model, based on the principles of own/general affairs and expressed in separate education departments for each population group, as lacking in legitimacy. From this approach has followed a demand for one education authority as a guarantee against unacceptable, prescribed ways of accommodating diversity in education and as a means of ensuring greater equality. The ERS embarked upon an evaluation of the education model in terms of its educational, financial and management related components. The process of evaluation was based on the following principles of education (ERS, 1992:16):

- \* equal opportunities

- \* a balance of commonality and diversity
- \* freedom of choice
- \* relevance
- \* linkage between formal and non-formal education
- \* state and parental responsibilities for education
- \* state and private sector responsibilities for non-formal education
- \* state support for private education
- \* balance between administrative centralization and decentralization
- \* professional status of teachers
- \* continuing research

In general, it has been determined that the education model does not measure up to the basic principles of education and, therefore, can claim neither acceptability nor legitimacy amongst its clients.

An unacceptable basis for accommodating diversity, namely race, has been embedded in education by the RSA Constitution Act of 1983. As the education model accepts diversity as its point of departure, it contributes to a perception that unity or commonality does not exist in the organizational base of education. A future education model must make provision for nationally determined standards for pupil and teacher training, development and utilization. It should ensure justice in educational opportunities and should visibly promote and express national unity. Race should not feature in structuring a future

education model for South Africa (ERS, 1992:17). Diversity will, in future, be accommodated in terms of international acknowledgement and relevant basic human rights, according to a basis arising naturally from society itself (ERS, 1992:18).

It is recommended that a future education model and policy must have the aim of (ERS, 1992:18):

- \* equal opportunities;
- \* national unity;
- \* acknowledgement and accommodation of language, culture, religion and other legitimate concerns;
- \* elimination of discrimination in terms of race, colour and sex;
- \* development of the total person; and
- \* participatory responsibility for education, involving the state, the parent community and other stakeholders with an interest in education.

(b) Scenario B

The education model is marked by an inter-institutional differentiation which implies that schools and colleges are different from each other on specific grounds. By providing different education to different race groups, inequity is produced and social inequalities are accentuated (NEPI, 1993:21).

The ANC (1994:3) believes that the right to education and training should be enshrined in a "Bill of Rights", which should establish

principles and mechanisms to ensure the expansion of minimum education for all. It is recommended that ways must be created to acquire credits for entry into better education courses and mainstream certificates for pupils and students who, presently, have to move into inferior education courses. A comprehensive change of ethos in the model of education is necessary, together with a re-orientation of the purpose of education which depends on the development of a critical awareness in society as a whole.

The artificial removal of racial restrictions in education over the past few years, has resulted in institutions being able to determine their own admission policies. The recent admission of black pupils to white schools are typical of this. It is, however, true that these institutions have laid down numerous criteria which resulted in unsuccessful integration, as disadvantaged pupils do not measure up to the admission requirements set by these institutions (Bot, 1992a:61).

For an education policy to be successful, it must have the support of those people who are expected to benefit from it and who are expected to implement it. The policy-making process must, therefore, be as open and participatory as possible (NEPI, 1993:5). Obvious role-players in the policy process include the government and its political party, major opposition bodies or organizations, organized labour organizations, the corporate sector, NGO's and networks of education practitioners themselves (NEPI, 1992 a:7).

Hofmeyr and Buckland (1992 a:46) expect student groups, community based parent organizations and womens' organizations to become progressively vocal and to constitute an important source of pressure in education policy debates.

According to the ANC (1994:15), education and training have a crucial role to play in contributing to social and economic development through

empowering individuals to participate in all spheres of society, as citizens in a democratic process and in the economy. As a result, the education system should address three issues: the need for equity and redress; the need to upgrade skill levels in line with the rapidly changing and dynamic nature of the economy; a universal knowledge base and the need to recognize the validity and interdependence of all forms of knowledge as well as the value of prior learning and experience.

The ANC (1994:16) is committed to an education policy based on the following principles:

- \* linkage of the education system with the broad social goal of a democratic society;
- \* the eradication of racialism, tribalism, ethnicity and gender considerations;
- \* the democratic participation of stakeholders in the education and training system;
- \* the right of the individual to have access to lifelong education;
- \* the development of national standards and qualification structures which will reflect the achievement of learning outcomes, defined at different levels, in terms of national standards;
- \* recognising of prior learning and experience;
- \* the promotion of career paths as an aid to mobility within all sectors of economic activity; and

- \* the development of a national curriculum based on the integration of academic and vocational skills.

Most of the emerging democratic policy alternatives have not yet been developed in any detail. However, the initiatives as discussed in the NEPI-report (NEPI, 1993:161), have a great deal in common in terms of education policy proposals. In general, these alternative proposals for a future education policy are based on the following principles (NEPI, 1993:161):

- \* commitment to a set of core values: democracy, legitimacy, equity, non-racism, non-sexism, a unitary education system and redress;
- \* ensuring the widest possible participation of stakeholders;
- \* coherence and national unity;
- \* provision of administrative and political accountability;
- \* provision of differentiated policy rights; and
- \* clear allocation of resources or resource-generating capacity to decision-making authorities.

The policy proposals of all major role players in the democratic movement, share a commitment to the revitalization of education and training, which must by means of a new policy for future education, contribute to the development of skills and productivity, to the development of individuals and societies and to industrial and economic growth.

### 3.2.2.3 Control of education

#### (a) Scenario A

An education system must be legitimate in the eyes of its clients. Due to the limited stakeholder participation of the education system, education is regarded as a "closed shop" operation as it does not allow for inputs from the various sectors in society with an interest in education (ERS, 1992:9).

According to the ERS (1992:18), the fundamental choice for the control of education lies in a balance between a politically centralized and a politically decentralized education structure, as education systems and constitutional structures cannot be separated. The future education constitution should allow for a decentralized education system unified by coordinating structures at the central level.

The central authority will be responsible for policy on norms and standards in various crucial matters in education and for autonomous national institutions. It is proposed that all functions relating to education fall under the jurisdiction of the various departments and that a maximum devolution of power to the specific community or individual institution is upheld (ERS, 1992:25).

The future education system must involve the participation of all major stakeholders, with due regard to the involvement and rights of communities at a regional and a local level in making decisions about their own education. The responsibility for education will be established at all levels of governance: institutional, local, regional and national, as education can never be the responsibility of the authorities alone (ERS, 1992:24-25).

(b) Scenario B

A racially and ethnically based system of governance has resulted in the discrimination in the educational welfare of the majority of South Africans, in a wasteful duplication of functions and in the growth of a top-heavy and poorly coordinated bureaucracy with a strong political control over education (ANC, 1994:20).

According to Benell *et al.* (1992:2), the real locus of authority in determining the nature of the education system can no longer lie with the Department of Education and Culture and the House of Assembly, as they operate in terms of the notorious Christian National Act (No. 39 of 1967). Consistent demands from the democratic movement have been for a unitary education system and democratic systems of governance, accommodating the participation of all legitimate interest groups. Governance at all levels of a future, integrated national system of education and training will maximize the democratic participation of stakeholders, including the community and will be orientated towards equity, effectiveness, efficiency, accountability and sharing responsibility (NEPI, 1993:155).

To effect change and to remove the fragmentation of apartheid education, there is in South Africa an urgent call for decentralized control from groups seeking democratic input to the policy process and from privileged groups to gain local control over their access to limited resources (Benell *et al.*, 1992:3).

The Interim Constitution of the Republic of South Africa requires that negotiation first takes place before the rights, powers and functions of the governing bodies or management councils can be altered by law and brought within national policy guidelines. The ANC (1994:9) will, however, reorganize the education and training bureaucracy through the establishment of a single national ministry, responsible for national

policy, norms and standards, planning, the provision of budgetary resources and the management of higher education development. Provincial departments will be responsible for planning and managing all aspects of education and training provision other than higher education (ANC, 1994:9).

Statutory bodies and structures of institutional governance, based on the democratic representation of stakeholders, will be established to advise on policy and to assist in governance. Sub-committees or Boards of the Statutory Councils will formulate and develop the policy relating to different aspects of education and training within the area of each Statutory Council (ANC, 1994:16-18). The governing structures of schools (school boards) should include parents, teachers, students and representatives from the wider community served by the school. The responsibilities of these local governance bodies, are not yet clear.

According to Hofmeyr and Buckland (1992 a:46), large scale decentralization of power is incompatible with the manifested interest of a modern state in maintaining effective control. The most significant motivation for decentralization is to defuse and disperse conflict and to reinforce the legitimacy of the state which can however, result in inefficiencies which may cancel out the benefit of legitimacy. Benell *et al.* (1992:10) argues that a maximum devolution of power to the community or individual institution and the sharing of responsibility between political authorities, parents and the organized teaching profession, imply that the clients of the education system should bear an increasing share of the costs associated with schooling. The decentralization of power should not be accompanied by financial responsibility, as it will result in significant drops in the enrollments among disadvantaged pupils and will fail to provide additional recourses to the majority of South African learners.

### 3.2.2.4. Finance and economy

#### (a) Scenario A

According to the ERS (1992:12) education will, in future, have to equip learners to contribute in a meaningful way towards economic growth in South Africa. The limited financial resources of the country and the expanding number of learners, necessitate structural changes in education in order to create more affordable education for all. This must be achieved without the loss of quality in the standard of education.

The ERS (1992:120) accepts that the State should bear the primary financial responsibility for education, especially for basic education or periods of compulsory education. At the same time, it is recommended that the parent-community will have an expanding financial responsibility in terms of specifically the higher levels of education. At present, this principle applies to tertiary education and will, thus, in future, be extended to the secondary phase of education.

Based on the principle of nine years' compulsory education, the State will have a financial responsibility of 95 % for the first nine years of education. This represents a shift from the principle of totally free compulsory education towards a principle within which the State will have primary responsibility for compulsory education. For the senior secondary phase of education, the ERS (1992:136) envisages a financial contribution of 75 % as the responsibility of the State. This implies that the parent-community will be responsible for the additional 25 % of the education expenditure in the senior secondary phase of education.

As a result of increased parental financial responsibility for the senior secondary phase, it is assumed that contact education will, to a great

extent, be replaced by distance education for approximately 20 % of learners, as it will be more affordable than traditional contact education. Furthermore, it is assumed that another 20 % of the learners will exit from formal education and will enter into a structured system of vocational education. By estimation, only 60 % of the initial learner corps will still receive formal education by the year 2003. Based on this prediction and coupled to an expected future economic growth rate of 3 % per year, it is believed that financing a future education system, providing equal quality education for all, will be possible (ERS, 1992:137).

(b) Scenario B

Human resources development is central to meeting the challenges of restoring economic growth and improving income distribution in the South African economy. Education and training contribute to skills and productivity and underpin long-term economic growth. As education and training are social and economic entitlement in themselves, they contribute directly to individual, household and community welfare (NEPI, 1993:132).

Given the low economic growth rate and the limited capacity of the state to increase expenditure on education and training, the redressing and restoring of efficiency in education must largely come from redistribution within the education budget and from organizational change. A balance will have to be sought between improvements in general education for all and advances in higher education and training (NEPI, 1993:133).

According to the ANC (1994:38), a democratic government will assume the responsibility for coordinating the mechanisms and strategies necessary for an integrated approach to education and training and will co-ordinate the resources, strategies and mechanisms necessary to give

effect to a national education system. Although central government will be the main source of funds for education and training, a partnership between government, local communities, organized labour, employers, non-governmental organizations, parents and students must be the foundation of the education financing system.

Central government and the provinces will share the responsibility for fair educational financing in developing human potentialities. These bodies will co-ordinate financing and will support early childhood care, ordinary schooling and adult education. Parental support will be encouraged and promoted and students will be expected to pay appropriate levels of fees or charges. No fees will be charged at the compulsory level of education (ANC, 1994:38).

According to the NEPI report (1993:18) the macro-policy options of finance hinge on whether the resources should come from public funding via the state or from private funding raised institutionally through student fees, bursaries or loans from individuals and companies. The more public finance is maximized, the greater the opportunity will be for the state to redress and pursue equity. The more private funding is maximized, the more institutional autonomy is facilitated which opens the way to institutional differentiation. Systematic articulation is the most important means to facilitate equity under conditions of differentiation. In finance, it entails the conceptualization of various partnership relationships between public and private financing authorities, on the one hand, and the various civil society groups, directly involved in education, on the other hand (NEPI, 1993:19).

### 3.2.2.5 Integration of education and training

#### (a) Scenario A

Formal education is defined as the education provided at or by a school, college, technikon, university or other educational institutions with the aim of obtaining a degree, certificate or diploma instituted by or under any law (ERS, 1992:27). Non-formal education can be defined as planned, structured education provided at or by an institution with the aim of obtaining a qualification other than a degree, certificate or diploma instituted under or by any law for formal education, providing for vocational training more directly linked to the locus of employment. At present, training is in many circumstances not capped by a nationally acceptable qualification.

Linking the system of training qualifications to the formal education system, could play an important role in offering all citizens the opportunity of a recognized qualification (ERS, 1992:27). The lack of a well-structured and nationally recognized qualification structure within the vocational training sector, initiates the problems of no effective and suitable links and mutual recognition between formal education and vocational training as well as no clear path of progress towards earning a vocational qualification that is nationally recognized.

The ERS (1992:28) prioritizes the establishing of an awarding function for national vocational qualifications, based on standards and competencies required in employment. Such a system will be based on the principle of giving credit for added knowledge and skills without sacrificing the specific aims of formal education and vocational training. The provision of non-formal education will not be formalized by state intervention and will remain the responsibility of the vocational sector. In order to use the rewards of the awarding system as a driving force for reaping full benefits from non-formal education, a linkage with

formal awards and certificates, by means of a national qualifications framework, will be essential (ERS, 1992:29). This can be achieved by linking the proposed system to the certification system of formal education (The South African Certification Council) or by establishing a separate body to perform this function.

The ERS (1992:30) recommends that the certification of non-formal education, within the framework of a national qualification structure, be established as a matter of priority as it will create meaningful relations between the formal education sector and the vocational education sector.

(b) Scenario B

A national system of education and training which will enable all citizens to become progressively educated in a life-long process, is envisaged by democratic forces (Fisher, 1992a:6). According to the ANC (1994:10) the separation of education and training has led to a situation where most of the people in South Africa are under-educated, under-skilled and under-prepared for full participation in social, economic and civic life.

Urgent attention has to be given to the development of a national qualifications framework through which a much closer integration between education and training can be achieved. Such an integrated system will allow pupils to progress to higher levels of education from any starting point in the education and training system, as it will link one level of education to another.

Cosatu (1992:80) believes that education and training should be linked with the intention of national, political and economic reconstruction. Education must, in future, prioritize those most neglected and disadvantaged under apartheid, through a system that ensures

maximum mobility between different education levels, both formal and non-formal. Learning and skills which people have acquired through experience and informal training, must be formally assessed and credited in terms of qualifications.

The ANC (1994:15) as well as Cosatu (1992:104) will give absolute priority to the introduction of ten years' free and compulsory general education for all. General education will start with a reception year and then proceed for another nine years to what is, at present, known as standard seven. This will require additional facilities, teachers and investments. The three-year, post-compulsory stage, will need to be redesigned in order to provide for the variety of tracks leading to the awarding of a Further Education Certificate which will replace the present Senior Certificate (ANC, 1994:15). The new system, with a credit-based qualifications framework, will be learner-centered and achievement-led and will link one level of learning to another.

A national system of education and training which will enable all citizens to become progressively educated in a life-long process, will be based on the following principles (ANC, 1994:16):

- \* the right of all individuals to access to life-long education and training;
- \* maximum flexibility for horizontal and vertical mobility between different levels of the education and training system, both formal and non-formal;
- \* the development of a national standards and qualifications structure which will reflect the achievement of learning outcomes, defined at different levels;

- \* mechanisms for accumulating credits towards the achievement of national qualifications;
- \* the recognition of prior learning and experience; and
- \* the development of a national curriculum based on vocational and academic skills.

### 3.2.2.6 Curriculum

#### (a) Scenario A

In 1989, the Minister of National Education announced general policy on the school and technical college curricula. This policy was the culmination of the systematization of existing programme packages for various education levels, together with the syllabi for the various subjects and rules for being promoted to higher levels of education. According to the ERS (1992:49), it was evident that, although, fundamental revision of the curriculum is necessary, the curriculum in South African schools is basically sound.

The Minister of National Education however, announced that the Committee of Heads of Departments (CHED) would advise him on the adaptation of this policy. The Committee for Pre-tertiary Academic Policy (COPAP) was established to do the groundwork for the CHED (ERS, 1992:49). In its report, the COPAP developed principles on which decisions regarding the curriculum for ordinary school education and technical college education could be based. The most important characteristics of this report are:

- \* the development of the character of learners;
- \* the development of potential of learners;

- \* vocational and economic preparation of learners;
- \* education towards responsible citizenship;
- \* the development of skills (intellectual, psychomotor, social) in the curriculum;
- \* the inculcation of broad and generally accepted values;
- \* defining various types of educational programmes; and
- \* establishing a learning culture in society and in schools (ERS, 1992:49).

Vocational guidance, as well as the co-ordination of all vocational guidance actions and programmes aimed at vocational choices and coupled with the developmental stage of the learner, is regarded as a major priority in the curriculum. In order to provide information and to debate on vocational development, close liaison between educational organizations and the private sector, the Department of Human Resources and other stakeholders at various levels of governance, will be a necessity (ERS, 1992:51).

(b) Scenario B

The curriculum is designed and implemented by the nineteen education departments in South Africa. The Department of National Education is responsible for determining the general policy of the curriculum. The "Own Affairs" and other racially divided education departments, are responsible for applying curriculum procedures and policies. According to the NEPI report (1993:104) one of the first challenges of a future education system will be to open up curriculum decision making to broader participation and public accountability.

For a decade or more, the education system has been criticized for its academic bias. The worker of the future requires both skills, intellect and the relevant knowledge (Godsell, 1992:140). A future curriculum must promote unity as well as the common citizenship and destiny of all South Africans, irrespective of race, class, gender or ethnic background. It must be relevant to the needs of the individual and the social and economic needs of society. The curriculum must promote independent learning and respect the equality of all forms of knowledge.

The ANC (1994:19) envisages one, national, core curriculum for the General Education Certificate and the Further Education Certificate. A core curriculum will be a pre-condition for promoting both horizontal and vertical integration as well as equality of opportunity, as it will not differentiate between different types of curricula. The national core curriculum for the General Education Certificate will be based on the integration of academic and vocational skills at the pre-higher education levels of the education and training system, developed through the participation of all stakeholders. The national curriculum for the Further Education Certificate will be based on differentiating between compulsory core general subjects and optional vocational or academic subjects. This differentiation is necessary in order to integrate the education and training systems into a single structure with a single qualification and certificate (ANC 1994:69).

The ANC (1994:69) envisages a national core curriculum based on the following principles:

- \* non-racist and non-sexist values;
- \* the preparation of individuals for the world of work as well as social and political participation in the economy and society;

- \* unity and diversity;
- \* learner centricism and non-authoritarianism;
- \* the stimulation of critical and reflective reasoning, problem solving and information processing skills;
- \* self-discipline; and
- \* provisional and contested knowledge.

A National Institute for Curriculum Development will be established with the responsibility to:

- \* develop a national curriculum policy;
- \* develop national curriculum frameworks;
- \* develop syllabi with supporting initiatives to adapt the curriculum to accommodate provincial and local needs;
- \* co-ordinate and develop guidelines for assessment practices; and
- \* research the curriculum, assessment and the provision of education (ANC, 1994:70).

### 3.2.2.7 Teacher training

When political and national policies declare education as a basic right for all citizens, expansion in institutions, schools, teachers and college faculties becomes the dominant factor. Teacher training is directly affected in all its facets. An increasing demand for education and rapid social changes in developing countries, such as South Africa, necessitate the regular,

comprehensive and fundamental evaluation of teacher training in terms of:

- \* teacher training policy
- \* control of teacher training institutions
- \* curriculum for teacher training
- \* admission requirements for teacher training

(a) Teacher training policy

(i) Scenario A

Although the general policy for teacher training has not yet been determined, the ERS (1992:42) believes that considerable progress has been made in developing a theoretical model on which decisions regarding such a programme can be made. In terms of the variety of diplomas and teaching degrees, the "Criteria for the evaluation of South African qualifications for employment in education", compiled by the Committee of Education Heads in the Department of Education and Culture, and Administration: House of Assembly, has, in the past, served as a common point of departure in all education departments and has contributed in maintaining standards in teacher training programmes. There is, however, a great variety of study programmes for teacher training which will be addressed by the establishment of one coherent National Policy for teacher training.

The ERS (1992:44-48) envisages a future teacher training policy based on the following principles:

- \* one coherent National Policy for teacher training;

- \* an integrated system for the provision of further education
- \* expanding the role and responsibility of universities and technikons in the training of prospective teachers;
- \* promoting, on a basis of approved criteria and structures, student mobility between institutions; and
- \* acknowledging successfully completed individual instructional offerings, through a system of credit retention.

(ii) Scenario B

According to Jaff (1992:1), teacher training in South Africa is a product of a legacy of division and dispute. No coherent national policy on teacher training exists and the general South African policy for separate development has caused a difference in teacher training for different groups. Within the separate systems, teacher training is further divided between a number of institutions and authorities. In the absence of a national policy for teacher training, there is little unity of purpose or standard across this sector of education (ANC, 1994:48).

A coherent national policy for teacher training will, initially, depend on the repeal of all discriminatory educational legislation, proper budgetary provision and capacity-building plans. A new policy with the aim of institutional reconstruction and curriculum change, must prioritize the provision of teachers for universal primary education, the provision of teachers for undersupplied secondary subjects such as maths and science and the provision of opportunities for upgrading under-qualified and unqualified teachers (NEPI, 1993:242).

In the NEPI report (1993:237) two important aims for any future teacher training policy are stated, namely:

- \* to improve the overall quality of the teaching corps; and
- \* to reconstruct teacher training institutions to enable them to develop beyond the legacies of apartheid.

The ANC's policy for teacher training is based on the following principles (ANC, 1994:48):

- \* a coherent National Policy for teacher training;
- \* preparing a sufficient number of teachers and trainers to meet a commitment to life-long education for all;
- \* developing a competent, confident and critical corps of teachers and trainers;
- \* evolving a new culture of active learning;
- \* developing all colleges and community education centers as effective sites for quality education;
- \* an integrated system for the provision of further education;
- \* a balanced curriculum, opening learning paths consistent with the goals of life-long learning;
- \* expansion in line with national development needs and plans in relation to human resource development; and

- \* a well-planned and integrated, high quality national system of Higher Education whose staff and students are increasingly becoming representatives of a future democratic South African society.

The first aim of a future education and training policy should, thus, be to link the training of teachers to the broad, social goal of a democratic society and its social needs. Education policy for a post-apartheid South Africa will, in the interest of equality and democracy, need to be conceived and implemented to bring about radical change in the agents, institutions, content, structures and governance.

#### (b) Control of teacher training

##### (i) Scenario A

At present, teachers within the various education departments are trained at teacher training colleges, universities and, to a lesser extent, at some technikons. The planning for teacher training has, in the past, been undertaken separately by the education departments in an attempt to meet their own expected person power requirements, often without regard for the market-place (ERS, 1992:96). This unco-ordinated approach to teacher training has resulted in the unco-ordinated and duplicated development of facilities, student numbers and study programmes. A further complicating factor is that, while some departments experience severe shortages of teachers and facilities, others are retrenching teachers and have spare capacity at teacher training colleges.

The present approach to teacher training does not allow for the optimal utilization of existing resources and does not allow for the maximum number of students to be admitted to all institutions

involved in teacher training in order to meet the demand for the various types of teachers required in the school system (ERS, 1992:97). It is, thus, recommended that an approach will be adopted by which the link between the teacher training institution and the needs of its community are recognized. The formulation of a general policy will be based on the following principles (ERS, 1992:99):

- \* the determination of the capacity of the teacher training system and the demand for teachers of various types
- \* the elimination of duplication of study programmes
- \* the optimal use of facilities
- \* the broad regulation of the nature and type of study programmes offered by each institution within the teacher training system
- \* the mobility of students between teacher training institutions
- \* the elimination of unnecessary monopolies held by any institution in terms of a specific type of training

The satisfactory implementation of these recommendations requires that colleges of education be granted more management autonomy than they have at present. It is necessary for a relevant framework to be developed by teacher training colleges, the teaching profession and the government, within which the varying degrees of decision-making autonomy can be granted to councils of teacher training colleges (ERS, 1992:99).

(ii) Scenario B

An important aspect regarding teacher training, is the amount of control exercised over these institutions by state departments of education. Colleges of education, especially those under the Department of Education and Training, have, in the past, been regarded as tertiary divisions of the education departments, have been treated as little more than high schools and have functioned on a high school pattern with very little evidence of a tertiary ethos (Sieborger & Kenyon, 1992:145). There has been a long tradition of departmental intervention in the work of these colleges, both by inspectors and through a system of external examinations. College administration, therefore, tends to be undemocratic and authoritarian.

At present, there is considerable disparity in the decision-making powers of different colleges. Colleges under the Department of Education and Training have little academic or administrative autonomy (O'Connell, 1992:1). The Action Committee of Teachers demands that teacher training colleges be granted full autonomy on the grounds of performance in academic, administrative and social spheres. According to Gardiner (1992:51), colleges are far from ready to cope with autonomy, as they do not have sufficient funds, their management and councils are racially composed and their courses are ethno-centric. Policy should be laid down by which colleges could qualify for autonomy on the grounds of performance.

In a new educational dispensation the national government will have the responsibility of planning and developing higher education. A division within the national Ministry of Education and Training will plan the development of teacher training as a sector of higher education, in partnership with provincial and local governments. These organizations will, further, operate within the national

qualifications framework (ANC, 1994:51). A representative National Council of Teacher Education will advise the Minister on matters concerning policy, the distribution of resources and provincial teacher needs. The National Council will co-operate closely with Provincial Councils of Teacher Education, which will have the responsibility of planning teacher training and development in their provinces and will, in liaison with the South African Qualifications Authority, accredit teacher and training qualifications (ANC, 1994:51).

Stakeholders of higher educational institutions such as provincial and local government, organized labour, academic staff, students, NGO's and cultural bodies, will play a central role in the development and formulation of a Higher Education policy (Cloete & Segall, 1992:5). Institutional governance, at all levels, will provide for representation from all institutionally-based constituencies and the wider community (ANC, 1994:116). Students will have the right to form Student Representative Councils and will be represented on institutional governance structures.

In the NEPI report (1993:242) three options for the control of teacher training are suggested:

- \* A "collegiate" option, where colleges of education have a status equal to universities and technikons, and where colleges are connected through regional councils and a Central College Council (Collegium). The Collegium will serve as a link between the colleges, the state, universities and technikons. This will ensure institutional quality control with due attention to regional and local needs, the evaluation of course status and the accreditation of college courses and staff (NEPI, 1993:242).

- \* The "Institute of Education" option, where teacher training will be the responsibility of an affiliation of colleges, universities and technikons. Colleges will be viewed as an integral element of teacher development, funded by a separate state budget (NEPI, 1993:243).
- \* The "Education Development Center" option, where a new kind of institution will be developed on the sites of certain strategically placed colleges of education. These institutions will cater exclusively for teacher training, including adult basic education, educare, primary health care and materials production for schools. At a provincial level, these centres will play a major role in curriculum development, in response to local conditions (NEPI, 1993:243).

### (c) CURRICULUM

#### (i) Scenario A

##### \* Orientation

Many of the fundamental problems that South African education currently faces, can directly be related to the quality of its teachers. Qualification levels cannot be regarded as the only indicator of the quality of teachers, as many other factors such as commitment to teaching, the talent for teaching, experience and management skills of teachers play a role in the makings of a good teacher. According to the ERS (1992:6), qualifications can, nevertheless, be regarded as giving some indication of the quality of teachers. In 1990, approximately 43 % of the teacher corps of South Africa did not meet the qualifications, nor the efficiency and effectivity requirements for teaching. This points directly towards teacher training, its aims and

curriculum.

\* Curriculum content

The irrelevance of many aspects in the present teacher training curriculum prevents students from gaining the required depth in relevant subject content and skills. In order to reach the required level of efficiency, the curriculum will have to be streamlined (ERS, 1992:44).

The ERS (1992:44) envisages a teacher training curriculum that will enable prospective teachers to acquire the required knowledge base for their particular phase of teaching, develop the necessary skills for their task and develop the values and attitudes required to teach in a developing and changing society.

An effective balance between academic, professional and practical vocationally-orientated structures is fundamental to any teacher training programme. The proposed shift in emphasis in the school and technical college curriculum, implies that teacher training colleges should, in future, provide these institutions with suitably qualified teachers, especially in the fields of science, mathematics, technology and skills-orientated subjects (ERS, 1992:51).

Education for black pupils is offered through the medium of one of the official languages (usually English) which is, in many instances, a third language. The establishment of a learning culture is hampered by the limited proficiency in English of both the learners and teachers and has a detrimental effect on educational standards and achievements (ERS, 1992:8). Teacher training programmes will, in future, focus increasingly on the language proficiency of prospective teachers.

To improve an education programme, a change towards the emphasis on critical thinking, problem-solving and other life-skills will be vital. Teachers must be educated to become independent, skilled, responsible, confident, critical and creative problem-solvers (ERS, 1992:50). Through the development of cognitive skills, students can be assisted towards a better understanding and mastering of subject content. It will, further, equip the student to make knowledge relevant and useful. Students should be assisted towards personal empowerment through a process of self-understanding and knowledge, which will lead to enhanced confidence and personal effectiveness (ERS, 1992:50).

The relative low involvement of departments of education in terms of special education for, especially, black pupils, is regarded as a contributor to the high drop-out and failure rate in these schools. In future, more emphasis will be placed on special education, as all pupils will have the right to equal education, irrespective of race, talent, interest, potential or handicap (ERS, 1992:88). In order to achieve this, teachers with relevant qualifications will have to be trained.

Although the personal relationship between the pupil and the teacher is an integral element in education, educational technology can complement and support the teacher in this process. Unless educational technology is managed efficiently by teachers, it can actually lead to lower standards in education and higher costs (ERS, 1992:69). Teacher training programmes must prepare the student for the effective and efficient use of educational technology.

Teacher training colleges can achieve the aim of providing schools with effective and efficient teachers by adhering to the

following objectives (Fulcrum, 1992:3):

- development of the student's language proficiency;
- teaching teachers how to think, how to be flexible, creative, responsible and productive;
- self-development of teachers;
- providing students with life-skills;
- providing effective teaching strategies;
- developing teachers as mediators in the learning process;
- teaching students the ability to redeploy competence in different situations;
- develop teachers as organizers and managers; and
- emphasize the role of the teacher as a tutor in the community context.

\* Teaching practice

According to Fulcrum (1992:1), teaching practice is not a direct classroom experience, nor a subject to be studied. In colleges, method (didactics) is a discreet component of each of the school curriculum subjects, but it is studied and examined in isolation. At present, this artificial division between method and content is widely acknowledged, as students are required to work with new content, but without the ability to transfer appropriate methods.

The teaching practice component of teacher training curricula usually comprises between six and ten weeks of any given study programme (ERS, 1992:44). Integrating the practical component of teaching to the theoretical studies, is of vital importance in future teacher training programmes.

An alternative to the present model of teaching practice could be an internship model through which educational theory and practice will be effectively combined. Two possible models for an internship are proposed by the ERS (1992:44):

- 2 + 1: two years' formal training followed by a third year during which the internship will be completed on the basis of distance education. Such a programme will prepare students for a diploma to teach at a pre-primary, primary or secondary level;
- 3 + 1: three years' formal training followed by a fourth year during which the internship will be completed on the basis of distance education. This programme will prepare students for a four-year integrated degree in education;
- a one-year higher diploma in education. This will serve as a follow-up on the three-year diploma or on an appropriate three-year degree. It can also complement a Technikon National diploma and can provide specialization in a certain subject or field.

In an internship model, mentor-teachers will be appointed to be responsible for the periods during which the student teacher undergoes the internship. Student teachers will be salarized at a lower level than fully qualified teachers (ERS, 1992:44).

Provided the urgent need of suitably qualified teachers and the proposed internship model for teacher training, distance education was identified as a top priority.

\* Distance education

Although the ERS (1992:47) has found teacher training particularly suited to distance education, it is necessary to distinguish between distance education in its pure form as a mode completely alternative to contact teaching, distance education as a supplementary mode of teaching in an institution specializing in contact education, and distance education as a supportive mode to assist a teacher in a particular lesson.

Provided that student teachers are exposed to the classroom situation at an early stage in order to develop practical skills, distance education, as a supplementary education mode, will be integrated into the existing teacher training curriculum as soon as possible (ERS, 1992:47).

(ii) Scenario B

\* Orientation

A thorough transformation of teacher training for democratic ends will involve rethinking not only the curriculum content, but also conceptions of knowledge and education which underpin the curriculum. Presently, the criteria for the outcomes of teacher training, as well as the choice of curriculum content, are prescribed to teacher training colleges through national criteria (NEPI, 1993:240).

According to the ANC (1994:49) the college curriculum is overloaded with subjects, content learning and the official educational doctrine of "fundamental pedagogics". Prescribed textbooks often remain the same for years and criticism of, enquiry into and engagement with the realities of South African educational conditions, are stifled. Few colleges have developmental relationships with their communities and few programmes explore the fundamental problems of education. College courses are heavily weighed against mathematics, science and technology and most college courses are not recognized by universities for credit purposes.

The ANC (NEPI, 1992b:8) believes in a comprehensive programme of education, training and skills acquisition. Any evaluation of the current curriculum model for teacher training colleges must, in future, be conducted within the broad framework of the principles of non-racism, non-sexism, democracy, equality and redress (NEPI, 1992b:1). The most important and immediate change required, is to shift the control of curriculum decision-making from an authoritarian and expert-driven base to a non-racial, democratic and broad participatory foundation. The democratic forces believe in a curriculum which encourages democratic relations in the classroom and which eliminates race and discrimination by allowing the democratic participation of parents, teachers and students in curriculum development (NEPI, 1992a:7).

\* Curriculum content

Both the NECC and the ANC are committed to non-racial, non-sexist education within a unitary education system. The ANC (1994:51) envisages a curriculum that will be redesigned to respond adequately to the demands for new teachers and

trainers by means of national standards, national provincial targets, a culture of enquiry, innovation and engagement with the learning needs of society.

As initial teacher training is dominated by the preparation for teaching school subjects, the preparation of teachers for Early Childhood Care and Adult Education have been almost totally neglected in departmental colleges and NGO's have to fill the gap. Teacher training programmes and curricula will, in future, include the preparation for Childhood Education, Special Education and Adult Basic Education (ANC, 1994:52).

According to Samuel (1992:116), there will have to be a closer link between education and the development of technology as the learning environment must be closely linked to the working environment of pupils leaving school. Skills development is a critical necessity and must be based on the idea of flexible skills which can be transferred from one task to the other and which must be a social function so that it meets with the social goals of education and society. Cosatu envisages a curriculum with a skills-based (scientific and technological) foundation, a basic education for adult learners and an articulated curriculum for training adult workers, linked to the content and structure of the formal school curriculum (Cosatu, 1992:87). Colleges will offer vocational, technical and professional diplomas and certificates in teacher training, nursing, agriculture, technical, police and military science.

As far as language policy is concerned, the ANC views a democratic and non-racial language policy as the recognition of the equality of all languages in the country (Gardiner, 1992:14). All languages should receive full recognition and be taught at all levels in educational institutions, including colleges and

universities. Individuals will have the right to study through a language of their own choice and will have the right to develop linguistic skills in the language of his or her own choice (ANC, 1994:63). Language proficiency needs to get urgent attention, both for those studying and for those already teaching. Teachers will need to be bi- and multilingual and the combination of an African language with English or Afrikaans at high levels of proficiency and flexibility, will be essential (Salmon, 1992:7).

In higher education, one or more languages of wider communication would be used as the language or languages of learning. Language support services should be available for students with inadequate language preparation. Technology must be developed to accommodate the orthographic needs of African languages. Schools will be encouraged to offer at least one African language. This will be actively promoted for non-African children in order to raise the status of these languages, to promote understanding across cultures and to build a non-racial society based on common citizenship (ANC, 1994:82).

According to the ANC (1994:83), science and mathematics education in black schools is characterized by a cycle of mediocrity, as the infrastructure for teaching these subjects is poor, materials are short in supply and teachers are unqualified. In colleges of education, these subjects are taught only up to matric level in the case of black students and this results in poorly qualified students who cannot teach these subjects with enthusiasm. This argument is reflected in the fact that the majority of black pupils do not study science or mathematics beyond the level of standard seven. The result is low levels of scientific and technological literacy. The development of a technological capacity requires that more scientists and

technologists are produced (Segall & Figaji, 1992:5). To achieve this, science and mathematics must be transformed from a focus on abstract theories and principles, to a focus on the concrete application of these theories in practice. Appropriate levels of science and mathematics will, thus, be integrated into all levels of a national curriculum.

To provide qualified teachers for such a transformation, in-service upgrading and/or the re-training of unqualified teachers will become a priority for teacher training colleges. Staff development in colleges, technikons and universities will be equally important. According to the ANC (1994:85) the need for new science and mathematics teachers can be addressed by developing short-term programmes for the conversion of qualified and experienced "humanities" teachers into science and mathematics teachers and by providing incentives such as new degree and diploma programmes to attract students to science and mathematics educational programmes.

According to Gardiner (1992:9), students must also possess a sufficient knowledge base about the cultural heritages and resources of different groups with the purpose of multi-cultural education, in future. Azapo gives considerable attention to the question of culture and education and proposes that curricula should reflect the positive cultural values of every social group, by including the following elements (Butler *et al.*, 1992:7):

- traditional culture;
- the development of African languages; and
- the utilization of resources conducive to a meaningful self-image and the correction of historical imbalances.

According to Gardiner (1992:28), the element of political studies has been absent in teacher training. Student teachers need the opportunity to educate themselves and to be educated in political issues for themselves and for the benefit of society.

As teachers cannot address the issue of the unemployment of the youth, there will, in future, be a deliberate linking of teacher training curricula to the high incidence of unemployment. If programmes to address unemployment are to be developed, then appropriately trained teachers will be necessary (Gardener, 1992:36).

According to Gardiner (1992:47), SADTU believes that teachers should be educated to assist all pupils to be able to be:

- critical and creative thinkers;
- co-operative and communal;
- tolerant of differences;
- respectful of the environment;
- respectful of justice;
- peace loving;
- skilled in the fields of their choice;
- fully numerate and literate; and
- prepared for mental and manual labour.

People in South Africa should be cognitively developed within the framework of democracy and equality. All pupils should be guided to have a contextual understanding of their societies. Cognitive development programmes should have the aim of overcoming the deficiencies of the home background, should teach pupils and students thinking and problem-solving skills, should teach students conflict-handling skills and should teach students to be flexible, creative, responsible and productive (Pendlebury, 1992:4).

The democratic movement, based on the principles of Peoples' Education, believe in a system in which teacher training can only be effective when priority is given to (Trowbridge, 1993:1):

- critical thinking, through the development of independent judgement;
- developing a sense of ownership in the classroom;
- promoting a learning culture;
- developing a spirit of inquiry and adventure;
- stressing the understanding of the ethical basis of the teaching profession;
- life-skills;
- preparing students to work with adults, children and with the system; and
- teaching practice.

Too much emphasis is placed on passing examinations and not enough on teaching practice. A shift in emphasis is vital to close the gap between theory and practice if teaching is to be effective (Bot, 1992 b:70). Sieborger and Keyton (1992:155) distinguish between three essential requirements concerning teaching practice:

- access to sufficient schools by an institution to place its student teachers comfortably;
- competent supervision by teachers (mentors); and
- freedom for student teachers to take responsibility for their own teaching.

The longer the period of attachment to classroom contact, the more accustomed the student teacher can become to a school and its pupils. The alternative to the established pattern of periods of teaching practice is a more intensive school-based experience. The concept is to base the student teachers in schools and to withdraw them for tuition after school hours or on a number of days per month or week. Although it has positive aspects, a solution will have to be found in terms of resources and enough enthusiastic and experienced staff who view classroom practice as their prime concern (NEPI, 1993:241).

Most important in breaking the negative cycle in the education of especially, black pupils, is to improve the quality of instruction and the competency of the teacher. The three years teacher training period of the current Department of Education and Training, characterized by an overload of the curriculum, is often too short a time to improve the present training and

competency of the teacher (Hofmeyr & Buckland, 1992 b:7). The duration of formal training can however, not easily be transformed into a four-year period, due to the shortage of appropriately qualified teachers (O'Connell, 1992:5).

According to the NEPI report (1993:243), emerging alternative models suggest three main curriculum options for teacher training over the next decade. These options are categorized in terms of priorities and not in terms of curriculum content:

- The first option prioritizes Preset (the period of pre-service training for teachers), on the assumption that schools have ailed to provide the necessary academic subject grounding and that student teachers need to be given the time, opportunity and support for their own education before they start teaching. Three years appear to be the minimum curriculum length if initial teacher training is to serve both its academic and professional purposes.
- The second option pricritizes Inset (in-service training for teachers), on the assumption that new teachers should be moved into the education system as soon as possible and that unqualified and underqualified teachers already in the system, require urgent upgrading. In terms of an internship, there are two possible curriculum options for initial teacher training (NEPI, 1993:244):
  - 2+2 Model (two years intensive training, followed by a two-year internship supported by Inset);
  - 1+2+1 Model (one year of intensive training, followed by a two year internship and a final year of more advanced theoretical and

academic work, followed by a qualifying examination);

- The third option prioritizes flexibility, through a modular curriculum with courses to be taken in combinations and at times best suited to the needs of the student and teachers in service.

Presently, Preset and Inset are treated completely separate in colleges of education. Inset will, in future, have to be provided in a carefully targeted way for underqualified and inappropriately qualified teachers and teacher educators (ANC, 1994:52). It must be managed in such a way that the normal running of the schools is not disturbed.

The urgent need for sufficient numbers of teachers, coupled to the need for quality teacher training, leads to the possibility of distance education as an alternative to formal teacher training.

\* Distance education

In South Africa, distance education, particularly programmes for teachers, tends to be conservative and "technicist" (Gultig, 1992 a:3). However, a significant percentage of teachers are trained by way of it through Vista and the University of South Africa. Distance education, while receiving universal acceptance as a cost-effective means of educating, is criticized for its ability to truly educate, as education is regarded as a human task.

It is also true that conventional teacher training cannot train enough teachers for the needs of this country and at the same time upgrade underqualified teachers. Distance education is an attractive means of teacher training, both at the levels of Preset

and Inset as it can be done on a large scale, it does not remove the teacher from the classroom and it can be linked to practical teaching (NEPI, 1993:244). Inset at a distance has two aims: firstly the complete education of the teacher (academic knowledge and methodology) by distance education and, secondly, it aims at the upgrading of basic knowledge. Gultig (1992a:24) states that, although the success of teaching a method at a distance is suspect, an improvement in knowledge can be unproblematically presented by distance education.

In order to satisfy the growing demand for teachers, Gultig (1992 b:24) suggests a shortened period of pre-service training supplemented by a number of in-service methods of training and distance education techniques. The constructive supervision of in-school training is vital and all Inset education in which modelling is a way of learning, suffers from the possibility of poor role models.

According to the ANC (1994:73), one of the vital mechanisms for increasing openness in learning, is distance education. Part-time studies and distance education will be provided by institutions of higher education and the ANC will give strong support to institutions which seek to develop systems of open learning and multi-media distance education.

Distance education requires that the learning environment be well designed to meet the needs and problems of students. Distance education, when built on residential institutions, probably offers the only way in which access can be widened with a minimal sacrifice to quality. This implies that teacher training colleges will have to learn the skills to work with media such as radio, audio-cassette and print (ANC, 1994:115).

#### (d) ADMISSION REQUIREMENTS FOR TEACHER TRAINING

##### (i) Scenario A

At present, the senior certificate is the minimum requirement for admission to teacher training colleges. The ERS (1992:42) intends to adhere to this minimum requirement, as the flow of students in possession of the senior certificate is adequate in terms of the financial restrictions within which teacher training can be provided. Teachers not in possession of the senior certificate, but already in service, should be granted senior certificate status in order to make it possible for them to embark upon further studies. Such a grant should assist in the aim of providing better qualified teachers for schools.

It is recommended that Departments of Education develop a mutual evaluation framework which can serve as a mechanism for granting senior certificate status to practising teachers who wish to further their studies(ERS, 1992:43). With the aim of obtaining a vocational teacher qualification, people in possession of an N3 qualification, should have equal opportunity in being granted senior certificate status.

##### (ii) Scenario B

As the first aim of the ANC (1994:115) towards the goal of ensuring that the student bodies of higher educational institutions reflect the composition of the broader society, the access of disadvantaged students to these institutions will be increased.

Admission criteria and procedures will need to change to facilitate the increased access of disadvantaged students. The largest number of students must be admitted, bearing in mind the multiple

criteria of equity, redress, human resource development, cost, provision of facilities and the availability of teachers and lecturers (Benell *et al.*, 1992:5).

South Africa will, in future, have a national system of education and training. The integration of education and training in one system with a credit-based qualifications framework, will result in teacher training institutions having to develop admission criteria and procedures which, in addition to formal school qualifications, will recognize and assess potential, prior learning, experience and competency-based skills attained in work-place training programmes (Cosatu, 1992:99).

According to Benell *et al.* (1992:5) selection programmes make no provision for the relative importance of both the qualities of intellect and the qualities of character of candidates for teacher training. Disrupted schooling and the poor quality of education in black schools are major constraints to fair, but rigorous, selection. Organizations opposed to the current state of admission to teacher training colleges, demand affirmative action without the loss of standard. It is essential that selection programmes pay attention not only to intellectual ability, but also to genuine educational interest and the level of life-skills as entrance criteria to teacher training.

Tension between democracy and development are acute as regards access to teacher training. Where the principles of redress and equality call for open access to teacher training, the improvement of quality across the education system requires access to be tailored to the professional demands of teaching and to current and predicted systemic needs (Fisher, 1992b:12). According to the NEPI report (1993:244) there are four main access options: open access, potentiality access, general subject knowledge access and

system needs access. The most viable option for the future might involve a combination of core and alternative routes which may include:

- \* baseline criteria
  - linguistic proficiency
  - basic numeracy
  - commitment to teaching
- \* standard entry through matriculation results
- \* non-standard entry through previous experience or satisfactory performance in "test-teach-test" procedures
- \* an alternative path of entry through certification at an appropriate level of Adult Basic Education

Academic development programmes will be integrated into the curriculum to ensure that increased access does not lead to failure for disadvantaged students. This requires the transformation of the role of teaching, curriculum content and the structure of degree and diploma courses, in recognition of the changing profile of student bodies and in order to ensure the quality of qualifications (Buntig, 1992:28).

### **3.3 CONCLUSION**

In this chapter, contrasting visions of what the future in terms of education will look like, have been discussed. The two education scenarios that have been outlined, indicated possible future changes in terms of the education model

and, specifically, teacher training. The major issues facing teacher training colleges as we move into a new future and new education dispensation, have been identified with the aim of stimulating recognition of the fact that the future will be directly affected by the choices that these institutions make now.

As a matter of synthesis, a scenario C based on the information obtained through sketching these two scenarios, will be outlined in chapter 4. Scenario C will provide teacher training colleges with guidelines for developing new strategies to cope more effectively with the uncertainties surrounding their sphere of operation.