JET BULLETIN

No. 9

November 1998

FOCUS ON EDUCATOR DEVELOPMENT & SUPPORT

RECONCEPTUALISING EDUCATOR DEVELOPMENT AND SUPPORT

by Mashwahle Diphofa,
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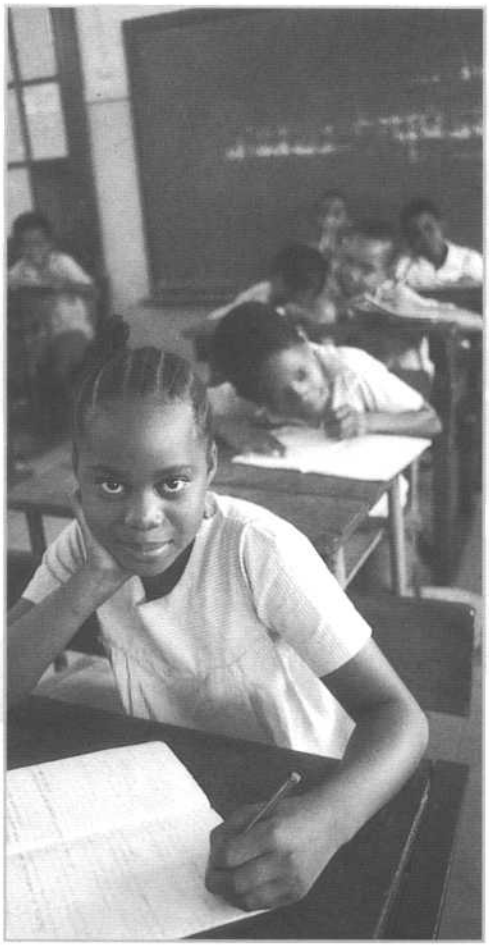
One person claims that schools are being bombarded by change; another observes that there is nothing new under the sun. A policy maker charges that teachers are resistant to change; a teacher complains that administrators introduce change for their own self-aggrandisement and that they neither know what is needed nor understand the classroom... Some argue that restructuring schools is the only answer ...one university professor is convinced that schools ... would be all right if only superintendents and principals had more vision as educational leaders, and teachers were more motivated to learn new approaches to improving the curriculum. Change agents at all levels wonder how to get more and more programmes institutionalised, ...Students are too distracted by a host of other matters to pay much attention to all the uproar.

(Fullan, 1982:3)

Debates on the improvement of education quality have inevitably been linked to those of the role of schools as sites for teaching and learning, and of educators as mediators of and a support network for the learning process. Although the debates have converged, by and large, in the concern that all is not well in our schooling system, there has been a lot of divergence regarding what these problems can be attributed to and how they can be addressed. It is thus not surprising that Samoff once remarked that "education is a marvellously complex process. Everyone proclaims its value. Few doubt its utility. No one discounts its political prominence. All who have been to school, and probably those who have not, think they know how it works. Or ought to work. Still, none of us, novice and professional, is quite sure." (1996:249)



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Over the last few years, South Africa has witnessed a plethora of programmes which seek to support educators and schools, each of which is informed by some assumptions of how the productivity of our schools can be enhanced. The 1995 National Teacher Education Audit reported on a number of these programmes and noted that although there were pockets of excellence, most of the programmes needed to be improved significantly. In a much stronger tone, the Implementation Plan for Education and Training (IPET) reported that "...despite the plethora of evaluations which accompany these efforts, very few studies have demonstrated a

positive correlation between such INSET activities and the rise in any index of educational quality" (1994:5). Criticisms of the state of provision have focussed on at least three interrelated problems, namely, **policy gaps, flawed programme approaches**, and **flawed evaluation approaches**.

Policy Gaps

Concerns in this regard have always focussed on the fact that there isn't a coherent policy on educator development and support and that, as a result, there cannot be effective co-ordination and quality assurance of provision. For instance, Hofmeyr and Jaff note that "instead of policy we have 'mayhem', 'crash courses crashing all over the place' and 'a putting out of fires' " (1992: 182). The argument here is that without a clear and coherent policy, provision is not informed by any sound vision and comprehensive planning. As a result, fragmented efforts emerge. These efforts are not in conversation with one another and are not synergised by a common policy framework.

Perhaps one of the most critical concerns emanating from the absence of such clear policy guidelines has been the fact that training programmes end up not contributing to a clearly defined development path for educators. Such a path would start from PRESET and link up meaningfully with INSET, providing for a continuum between the different levels of professional development. Development and support programmes would thus be informed by what is needed in this path and would be recognised in relation to the value they add in this regard.

Flawed Programme approaches

Criticisms advanced regarding this aspect have covered a range of issues, most of which relate to two core problems, namely, the unit of intervention chosen by the projects, and their content. For instance, projects have been criticised for de-contextualising provision by isolating and working only with teachers or principals or materials. The weakness here, it has been argued, is that such activities are not informed by the context in which the teaching and learning take place and in turn do not take root in the context. Unless development and support activities seek to penetrate and influence institutions and systems, they are more likely to remain on the periphery and to be overwhelmed by other organisational forces.

Against this background, calls have been made for the adoption of a systemic view of educator development and support. Such a view would entail an understanding of how " ...courses in INSET and PRESET link with each other and with what happens in the classroom; how classroom contents and processes relate to other levels and spheres of the education and training system; and how all of these relate to the worlds of work, love and leisure, and to new development trajectories for the country" (Taylor, 1993, 6).

In terms of content, some programmes have been criticised for promoting an uncritical adoption of certain methodologies and applying these indiscriminately. When this happens, the methodology becomes more of a religion to which educators are expected to be loyal regardless of its relevance to the context. Essentially, "...the old method is being replaced by the new in a prescriptive manner, which is equally disempowering" (Adam,1995:4)). This is a problem because "...when the inculcation of new skills is undertaken inflexibly and teachers are given little discretion over the degree or pace of adoption of those skills, this (portrays) a disrespect for teachers' professionalism and the quality of their classroom judgements" (Hargreaves and Fullan; 1992:13). What needs to happen instead is to develop the capacity of teachers to (1) use a variety of methods, practices and resources, and (2) make good

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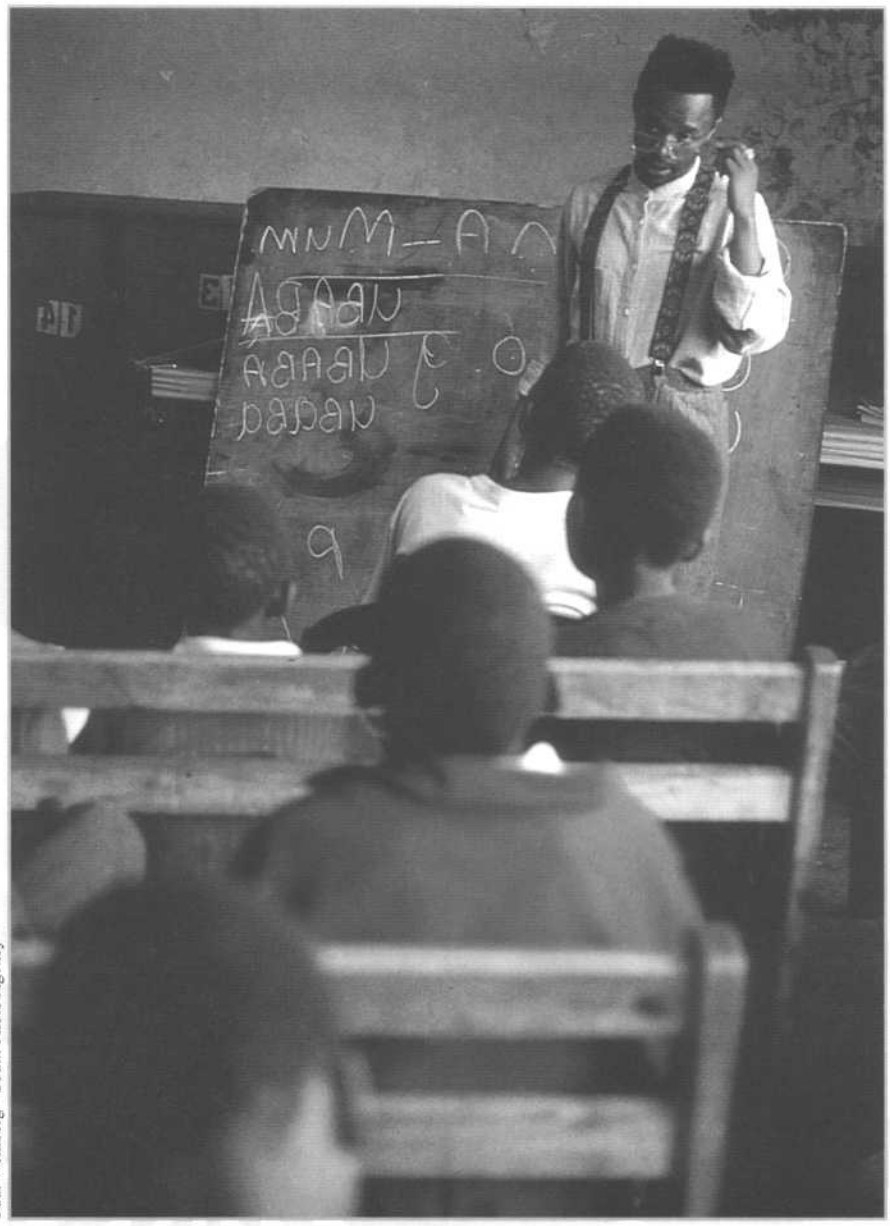
judgement regarding methods, practices and resources to use under different conditions. In this regard, the Discussion Document on the *Norms and Standards for Teacher Education, Training and Development* notes that "...teachers must be able to think, adapt, innovate, and implement..." (p125)

Flawed Evaluations

Approaches used in the evaluation of programmes have also been criticised for being poorly conceptualised. Jansen (1996) attributes this to the fact that historically, these evaluations have been carried out simply to satisfy bureaucratic requirements of sponsors. As a result most of them never took issues of rigour into consideration. Taylor notes that "...in the majority of cases, the methods employed in the studies lie below the quality threshold required to inspire confidence in the validity of their principal findings". He argues that the field of evaluation in the country "is in need of a great deal of muscle toning" (1996:57). Otherwise, evaluations may not serve as useful exercises which generate valuable information about the programmes on which they focus. Indeed, Jansen (1996) argues for evaluations to "...be designed to capture 'depth data' on learning through a new ensemble of data collection procedures which include clinical interviewing, sustained observations, longitudinal designs and the routine collection of baseline data against which to measure changes over time" (18). In addition, the studies need to "...produce the richly contextualised narratives which bring to light powerful findings on impact beyond statistical summaries" (ibid).



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Towards a Reconceptualisation

Given the above considerations, it is not surprising that a number of calls are being made for a rethink on the provision of educator development and support. Providers and policy makers are beginning to take the above criticisms seriously, as is reflected in some of the efforts they have embarked on. These efforts relate to policy development, programme support and research activities.

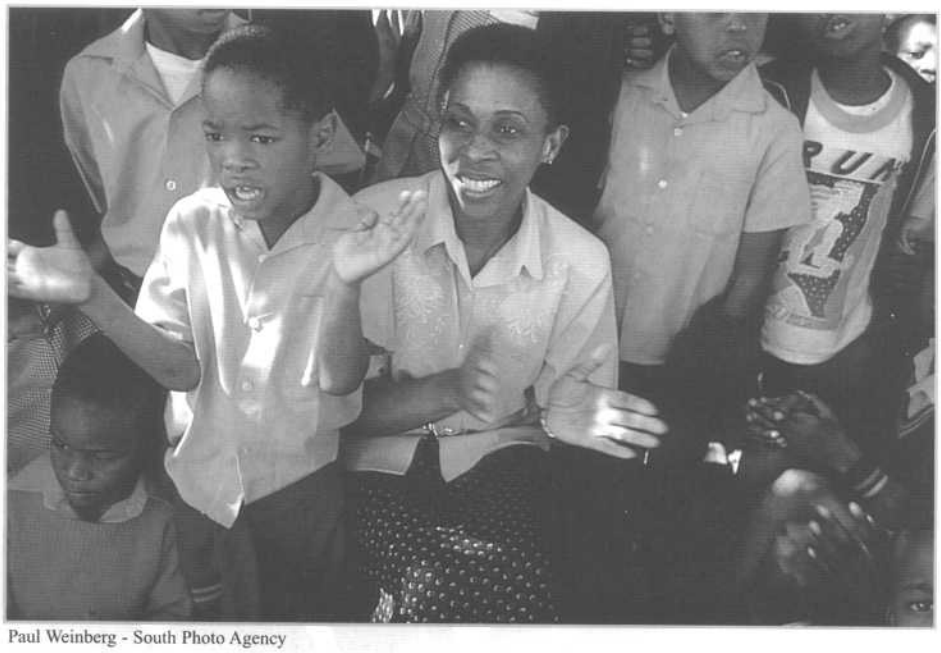
This edition of the JET Bulletin looks at a selection of these efforts. Duncan Hindle highlights some of the key developments in the Department of Education and relates these to the issue of rethinking EDS. Some of these developments represent work still in progress but already reflect significant moves towards closing the policy gaps referred to above.

Nick Taylor, on the other hand, describes a comprehensive model of EDS which seeks to impact not only on individuals but on systems and structures as well. The model (and incidentally the name of the project too) seems to echo Hargreaves and Fullan's argument that "...the seeds of development will not grow if they are cast on stony ground.... Understanding and attending to the ecology of teacher

development should therefore be an important priority for teachers, administrators and researchers alike" (1992:13).

Penny Vinjevold introduces an interesting argument around the links between policy and practice. Using preliminary findings from research being undertaken under the auspices of the President's Education Initiative, she explores some of the tensions between language in education policies and actual practices and the development of language policies in schools. The issues emerging from these studies have profound implications not only for policy development but for the provision of EDS as well. Indeed, these issues highlight the importance of an ongoing dialogue between policy and practice to ensure that the two inform one another.

This kind of dialogue is the focus of the article by Hemant Waghmarae and Kholofelo Sedibe. They describe an EDS initiative that the DoE is undertaking, in partnership with JET, to complement some of the Department's programme and policy directions. The study is clearly not focusing on policy formulation at this stage but instead seeks to promote a conversation between different programmes, on the one hand, and between programmes and policy initiatives on the other. The outcomes of the research will not be policy *per se*, nor will they constitute a prescription for provision. However, they are expected to provide useful insights on programme delivery. These may then inform further programme implementation as well as future policy initiatives. As Hargreaves and Fullan seem to agree, the aim of educational research of this nature is "...to generate critical conversations with the wisdom of current practice, rather than to authorise the imposition and implementation of new practices from elsewhere" (1992:4).



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CURRENT THINKING ON EDUCATOR DEVELOPMENT AND SUPPORT

Some considerations and challenges for the State

by Duncan Hindle
Chief Director: Human Resources - Department of Education

Research undertaken during the first phase of the President's Education Initiative (November 1996 - June 1997) revealed a number of targets for educator development. These included:

- the upgrading of unqualified teachers (with no tertiary training);
- the upgrading of under-qualified teachers (with less than three years of post matric study);
- a re-orientation of all teachers towards the new context, which includes features like democratic principles and new disciplinary forms;
- a re-skilling of all teachers for new and more complex classroom contexts, with trends towards multilingualism, multiculturalism, multi-age and multigrade settings;
- the development of teachers in accordance with policy developments, such as outcomes based education.

While the aim must be to develop strategies in regard to each of these needs, the overall policy aim of the Department of Education is to bring about a greater degree of coherence and consistency in the field of educator development. Aspects that contribute towards a sound strategy to achieve the goal of quality public education include: the clarification of roles and job descriptions, a systematised training programme articulating with the National Qualifications Framework (NQF), sound performance management systems and an appropriate salary and grading system. The Department of Education has already made some progress in attending to these aspects, as is reflected below.

Revised Norms and Standards for Educators.

These norms are the basis on which qualifications for teaching in State schools are evaluated. Although historically focussed on pre-service training, the new norms have been located within the NQF, thus making it possible to recognise and accredit all teacher education programmes, including in-service development programmes, so that SAQA (South African Qualifications Authority) points can be accumulated towards qualifications. Amongst other things, these norms will contribute towards the establishment of sound linkages between PRESET and INSET or, as it is usually called, the PRESET/INSET continuum.

A system of teacher appraisal

This is a major breakthrough in enhancing the professional development of teachers. The instrument is intended for development purposes and will enable individual educators to become aware of their strengths and weaknesses, which they must take some responsibility to address. The Department will also be collecting the data from the appraisal instrument for analysis to identify generic weaknesses among educators, which may be addressed through specific programmes. Therefore the instrument will provide a sound mechanism for determining educator development and support needs.

Job descriptions and workloads for educators

These have been tabled at the Education Labour Relations Council (ELRC). They make many demands on teachers, some of them new, but of relevance here is the requirement to undertake at least 80 hours of INSET per year. This could be conceived of as two weeks full-time study (during a vacation period, for example), or may occur weekly after school hours – two hours per week for forty weeks, perhaps. Decisions in this regard will be informed by research on the most effective models of in-service development – with options ranging from intensive courses to extended, school-based programmes.

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The content of such programmes will be informed by an ongoing assessment of needs (including information obtained from the Appraisal system) but it is the intention of the Department to include among the modules at least the following:

- subject knowledge, where this has changed over time or where the initial grounding was poor;
- classroom teaching skills, in accordance with the new milieu described above and especially the introduction of Curriculum 2005;
- education management skills, relevant to each level of educator, such as classroom skills for teachers, team-building for heads of departments, and management, administration and personnel skills for principals; and
- knowledge of the professional and labour domains, including the functioning of the SA Council for Educators (SACE) and the ELRC, to facilitate career planning.

Office-based educators will also be required to undertake relevant in-service education and training. An assessment of the needs of teachers will have to be made in order to prioritise the modules. It must be recognised that each individual educator must take primary responsibility for his or her development and should be able to make choices in regard to courses followed. Opportunities do exist, and more must be created, so that educators can exercise their professional responsibility.

Coupled to an individual responsibility to make use of opportunities, is the right to have these. Under labour law an employer is obliged to provide occupation-related training and the establishment of a sectoral Skills Fund, with an education Sectoral Education and Training Authority (SETA) to manage this, is imminent. Equally important is the linkage with SAQA to ensure that, where appropriate, courses are accredited.

Once a systematic developmental programme has begun, the importance of departmental support will become evident. People work effectively in circumstances which promote effectiveness. We cannot develop human resources and not find ways to support their ongoing development.

The Teacher Development Centre

The Department of Education has established a Teacher Development Centre (TDC) to assist in the delivery of educator development and support programmes. Studies of teaching methods in the new South African classrooms are being undertaken (refer Penny Vinjevold's article in this JET Bulletin) along with analyses of the most effective means to deliver sustainable development programmes (the article by Hemant Waghmare and Kholofelo Sedibe offers an example).

Because of the urgency of the matter, the Department is continuing this foundation work while proceeding with programme delivery. Donor supported programmes in the President's Education Initiative, worth over R200 million, are being implemented in most provinces with assistance and co-ordination from the TDC.

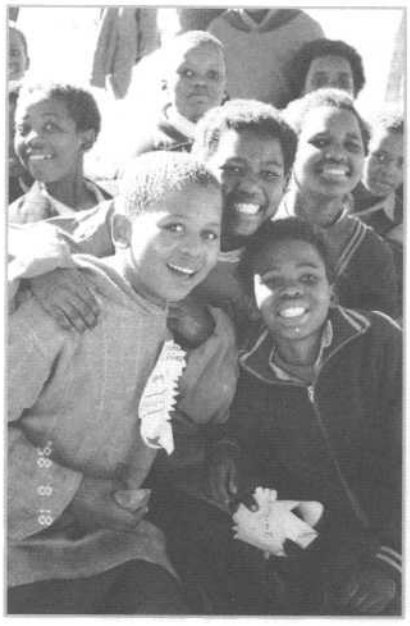
Educator development and support is never-ending, and all educators should be life-long learners. A collaborative process between teachers and the departments of education, represented at many different levels, will be needed in order to achieve at least some of the goals in the short term.

IMBEWU: THE SEEDS OF LEARNING

by Nick Taylor
Executive Director - JET

Imbewu is the Xhosa word for "seeds". Botany offers a very apt metaphor for schooling. Classrooms, which nurture the minds of our future citizens, may be likened to the leaves of a plant where its food is manufactured. But the leaves cannot exist without the branches which support and supply them with their needs. Similarly, classrooms are maintained by a set of institutions, starting with budget allocations and policies at the national level, which are implemented through an array of management and supply lines through provincial, regional, district and school offices. And the entire edifice would not stand without deep roots in the community and the ongoing leadership of parents and civic leaders through community-based governing structures. Public schooling is a truly **systemic** enterprise: no one part of the system can function effectively if all the other parts are not in good working order.

Imbewu is a school improvement project situated in the Eastern Cape. Brainchild of a partnership between the British government's Department for International Development (DFID) and the Eastern Cape Department of Education, it was initiated in October 1997 with a grant of £7,5 million from DFID. The project is managed by a Joint Venture Board led by JET, in partnership with Crown Agents, a UK-based management and procurement company, and



ITEC, an NGO based in the Eastern Cape.

The project has five goals:

- to improve teaching and learning in 500 primary schools in the province
- to improve the management of those schools
- to improve the functioning of the governing bodies
- to supply teaching and learning materials
- to improve the efficiency and effectiveness of Department of Education management systems and practices at provincial, regional and district levels.

Imbewu's four pillars

1. Government ownership

Key to the success of any project of this type is **ownership by government** and a true partnership amongst the participants. In the case of Imbewu, final authority rests with a Project Steering Committee, chaired by Chris Mangcu of the DoE, and composed of six key Directors in the Department. The partnership is completed by representation of DFID and the Managing Agent on the Project Steering Committee. The depth of DoE ownership is illustrated by the presence of 70 district officials, representing all 26 districts involved in Imbewu, at the first Visioning Workshop held in April, just two days before the Easter long weekend!

2. Dynamic project team

Day to day management of Imbewu is provided by a **project team** of five Technical Advisors (TAs). Led by Project Coordinator Jonathan Godden, who was born and bred in the province, the majority of the TAs have extensive South African experience. They work closely with counterparts in the DoE. Phillip Cole is the TA responsible for Planning and Financial Management, Clyde Maurice for Human Resource Development, Lorraine Lawrence for Curriculum, and Lindsay Howard for Teacher Education.

3. Delivery Strategy

a) Practice-based inquiry

Planning, training and support, and monitoring and evaluation are the key activities directed towards achieving Imbewu's

aims. A **practice-based inquiry** approach drives the training programmes. This means that:

- training is one of a set of activities aimed not only at equipping participants with skills, but also coaching them to work together as teams in making schools and other institutions function more effectively;
- the content of all training modules is directed towards improving the competencies of managers, principals, teachers and school governing body members, as needed in their respective places of work;
- short courses are interspersed with practical assignments linked to the jobs of the trainees;
- workplace support to trainees is provided by members of the training teams, working alongside the relevant managers.

Since the overall objective of Imbewu is to build capacity in the DoE, departmental officials are integral members of the training teams, together with members of the NGO/higher education institution consortia. In addition, the non-DoE members of the teams will progressively withdraw over the three-year life span of the project, leaving the line managers to continue with both the training and support functions. Thus, principals will be responsible for developing and supporting teachers to deliver the new curriculum, district managers will train, support and monitor principals, and so on.

b) Integration

The training programme, developed in collaboration by the project team, key DoE directors, and the 25 training institutions who tendered for the contract, is designed to **integrate** the various functions required to run the complex system of mass schooling. It consists of two broad streams running in parallel:

- training and support in the development and maintenance of financial, information, provisioning and human resource systems for managers at the provincial, regional, district and school levels; and
- in-service training for three key teachers per school, focussing on the general principles of Curriculum 2005 and the specified outcomes for the foundation phase (grades 1 - 3) and maths, science and language (grades 4 - 7).

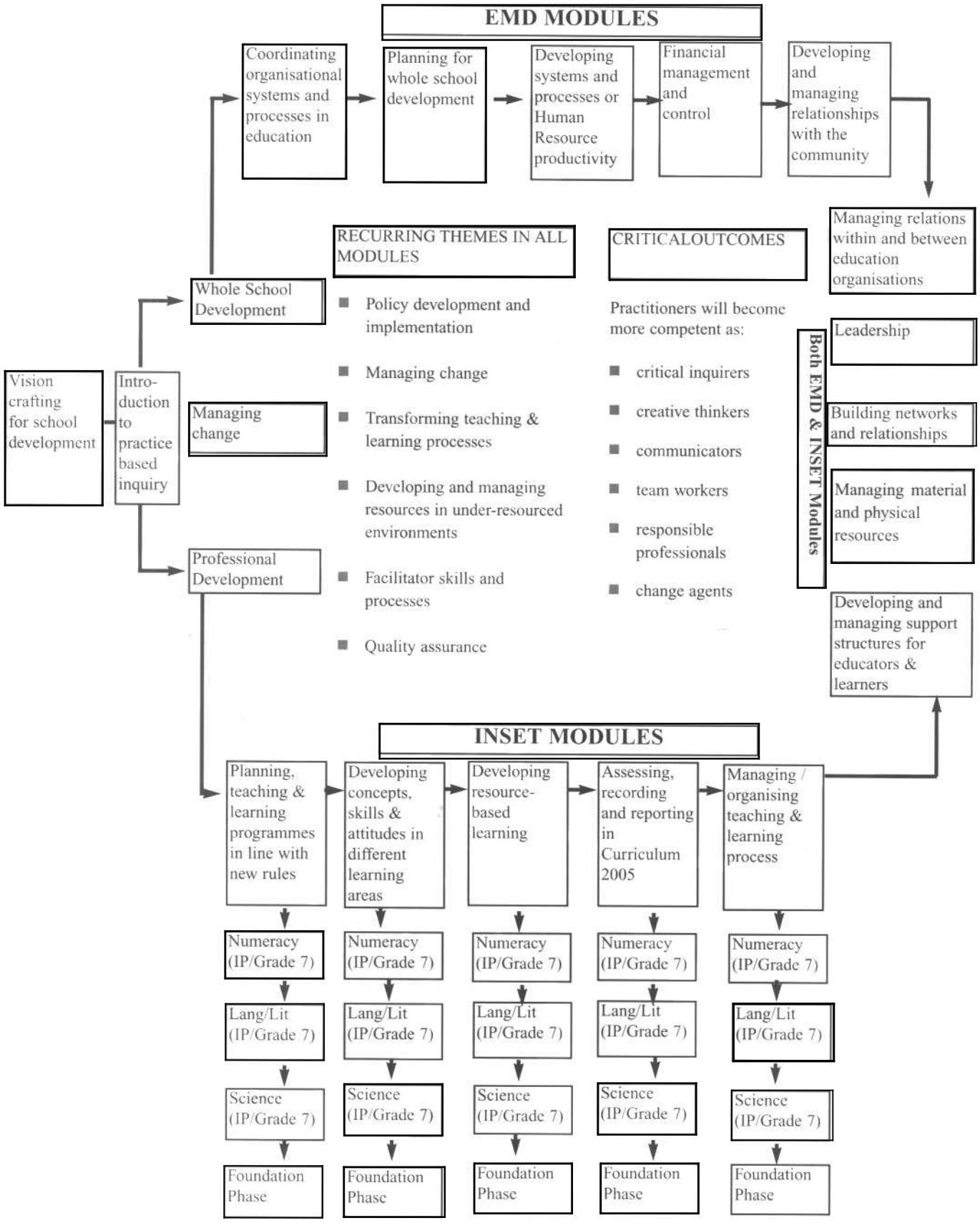
Integration is achieved by having a number of modules common to the two streams. The modules have been written by consortia consisting of 3 to 5 providers (NGOs and higher education institutions). The training programme, consisting of a total of 34 modules, is summarised in the accompanying diagram.

c) Cluster model

A long-standing problem faced by all development projects of this kind is how to provide training and support to large numbers of educators – especially teachers – within time and budget constraints. Use of the cascade method, where training is initially provided to a small number of key officials and then passed on through successively larger layers of the system, is the traditional response to this problem. However, the high level of dilution which occurs at each successive level is a serious defect of the cascade model, causing a search for alternative solutions to the twin problems of scale and dilution.

Imbewu's answer has been to adopt a **cluster model**. Project schools are grouped in clusters of five: these are generally within easy reach of each other. Training and support is delivered directly to each cluster, in one of the member schools. Three key teachers from each school, together with the principal, members of the school governing body and district officials receive training. This team, in turn, is responsible for sharing the knowledge and skills with other

STRUCTURE OF IMBEWU'S IN-SERVICE PROFESSIONAL DEVELOPMENT PROGRAMME



members of staff, with in-school support from the training providers.

4. Monitoring and Evaluation

Systematic information gathering and **performance monitoring** are essential to the effective functioning of any complex system. Establishing and maintaining such systems within the DoE is an integral part of Imbewu.

In addition, an **external evaluation** is in progress, consisting of a base-line study at the start of the project, a mid-term component, and a final evaluation in 2000. The evaluation also follows two streams:

- tracking the development and effectiveness of management practices at the different levels of the system; and
- documenting progress in improving the functioning of schools and classrooms.

The evaluation of projects of this type is important for at least three reasons.

- It sets out, in clear measurable terms, what the project is trying to achieve, providing **targets** for all participants. This is why a baseline study is important, and why all participants should be involved in setting the indicators to be tracked by the evaluation.
- It is **diagnostic**, identifying problems and weaknesses in the project design and implementation. In this sense, an evaluation constitutes an essential project management tool.
- It **assesses** the extent to which the project goals are met.

Conclusion

It is widely acknowledged that the dysfunctionality of South Africa's schools is one of the greatest threats to peace and prosperity in the post-apartheid era. The starting premise of Imbewu is that, while addressing this issue at the level of the individual school certainly can make a difference, such efforts are neither replicable in other schools nor sustainable in the longer term if, in addition, capacity is not built in the DoE to drive quality management and teaching throughout the system.

Imbewu is not alone in adopting a systemic vision for school improvement. Indeed, South Africa is blessed with at least a dozen similar initiatives in various stages of implementation. Rigorous evaluation of all these efforts, coupled with a sharing of information and an open public debate is the path to accelerating progress towards improving the quality of schooling. As some of the other articles in this Bulletin show, JET, in partnership with the national DoE, is researching different models of school improvement and will be presenting the findings for debate at a conference during the first quarter of 1999.

PEI RESEARCH ON MULTILINGUAL TEACHING

by Penny Vinjevold
Consultant

Classroom-based research commissioned for the President's Education Initiative (PEI) suggests that few schools are implementing the national Department of Education's language in education policy. The reasons for this are complex but perhaps the most important is that although the Department provides guidelines for language policy, the development and implementation of policy has been devolved to school level. In this situation the existing practices and realities of schools and classrooms tend to mitigate against the implementation of the policy advocated by government. This article explores the tensions in education policies which have resulted in many schools not implementing government policy and describes some of the factors which impact on language policies and practices in schools.

Language in education policy

Widespread consultation and debate accompanied language policy development in South Africa in the last decade and resulted in a number of policy documents. These documents have, in general, promoted the concepts of multilingualism and the need to develop and respect all South Africa's languages. In accordance with these documents the White Paper on Education and Training supports the Constitutional principle of "creating conditions for the development and for the promotion of the equal use of all official South African languages" and asserts that "language in education policy must accommodate the right to be instructed in a language chosen by the learner where this is reasonably practicable". However, the White Paper and subsequent legislation places no obligation on schools to offer particular languages but encourages schools which are "willing and able to offer more than one language medium in order to accommodate parental or learners' preferences". The decision as to whether schools will offer more than one language medium is left to the school Governing Body. The South African Schools Act declares that the governing body of a public school may determine the language policy of the school subject to the Constitution, the Schools Act and any applicable provincial law. However, no provision is made for monitoring either the development of schools' language policies or whether language policies and practices accommodate the right of learners to instruction in their mother tongue. This has serious consequences for pupils, especially the increasing number of African pupils in former White, Indian and Coloured schools, because although the National Education Policy Act encourages multilingualism in schools, careful examination of the Act indicates that this is defined as more than one language, that is, a minimum of two languages and neither of these need be an African language.

PEI Research projects

The PEI Research Project which aims to investigate policy implementation in schools has commissioned nine projects in the area of multilingualism. These projects look at a broad range of issues. For example, Mamokgethi Setati examines language practices in Grade Four mathematics classes; PRAESA, at the University of Cape Town, examines the teaching and classroom management strategies of teachers in primary schools in the Western Cape; and Sarah Murray investigates the impact of participation in an African language course on non-African teachers' practices. Although these research projects focus on very different issues, they provide fascinating and converging insights into language practices in schools. Interestingly, all research projects support Murray's view that there are "tensions between a humanistic ideology, the actualities of schools and classrooms, and a society in which values are increasingly those of the marketplace."

School Language Policies

Many of the PEI researchers found that teachers did not know that there was a new, national language in education policy, nor were they sure whether their school had developed a new

language policy. If there was one they did not know of it.

One of the requirements of the South African Schools Act is that governing bodies develop language policies which describe the strategies which will be employed to promote multilingualism. Very few schools were found to have done this. Most schools have continued with the language teaching practices that have evolved over the years. An exception to this trend is that teachers at previous DET primary schools are increasingly introducing English as a language of teaching at earlier stages in the pupils' lives. This is said to be a result of pressure from parents.

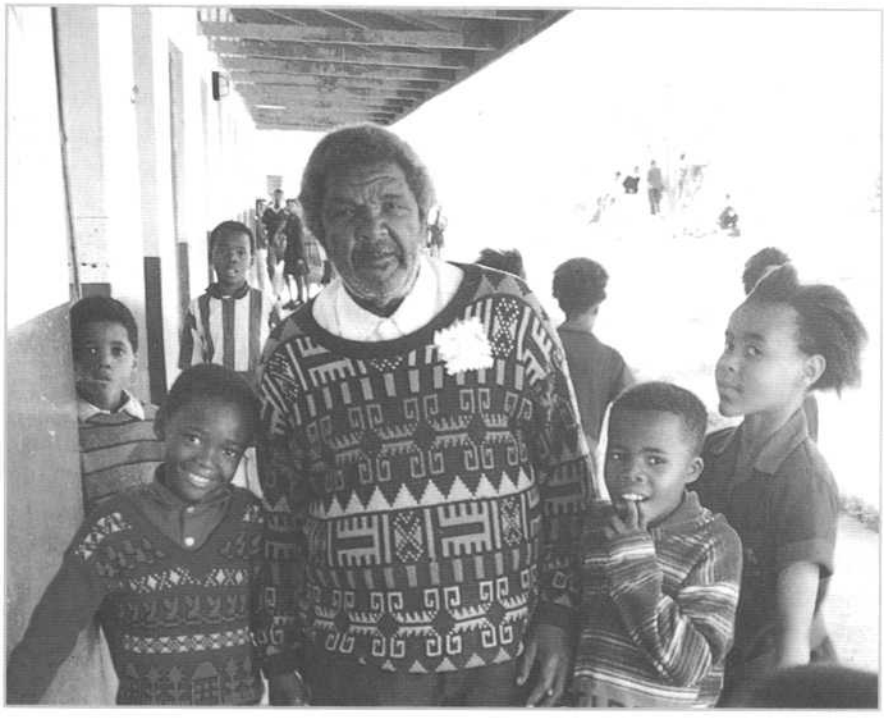
In her work on language in education, Murray has found that many schools do not change their language policies even when there is a change in the linguistic profile of the pupils. One primary school in Murray's PEI study changed from a entirely Indian pupil population to a school with a large proportion of African pupils. This school introduced Zulu as a third language. However, the two high schools in her study did not offer an African language despite the fact that more than 50% of pupils were African. In fact one Governing Body banned the use of African languages in classrooms because teachers found that this led to discipline problems.

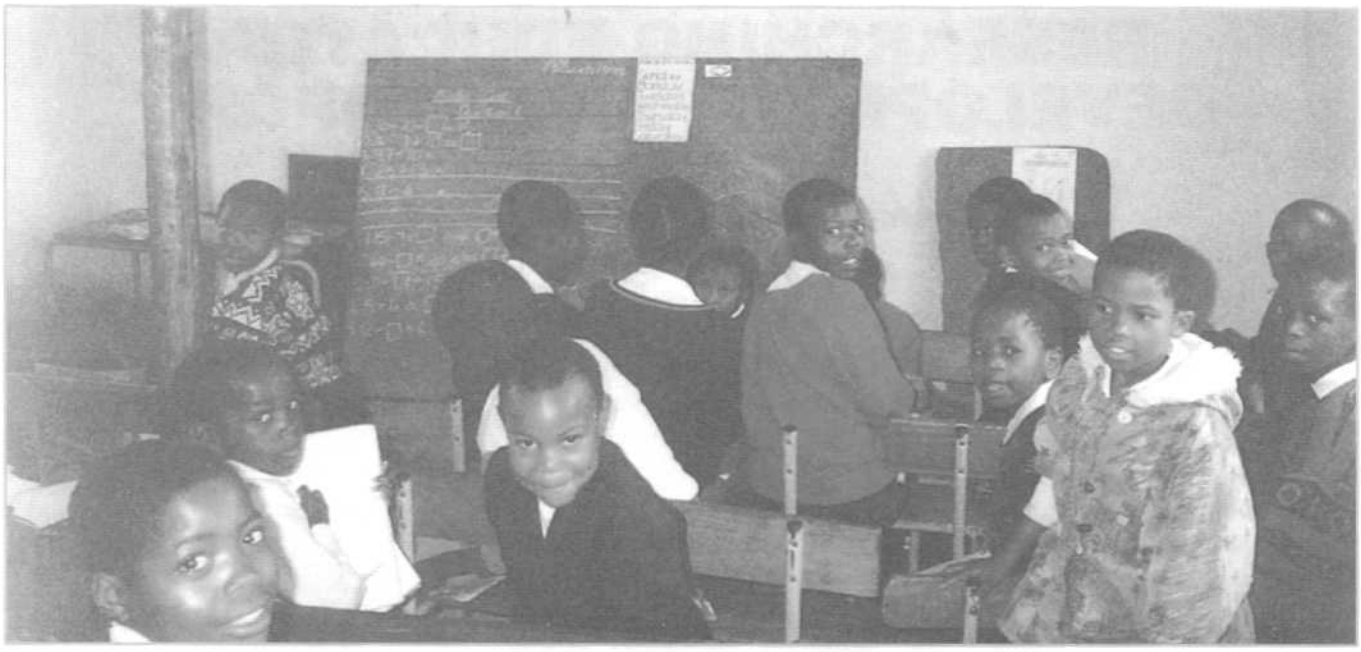
Mismatch between language competencies of pupils and teachers

Former White, Indian and Coloured schools have experienced huge changes in the linguistic and ethnic profiles of their pupils. The previous paragraphs described how in many cases policies have not changed to accommodate these pupils. In addition, the profiles of teachers at these schools have not changed and this has resulted in situations in which teachers do not speak the languages of their pupils. This is particularly problematic at the Foundation Phase. "In a situation in which the teacher understands perhaps half a dozen words or phrases in Xhosa, and the learner knows only enough English or Afrikaans to follow the basic instructions and to answer in monosyllables, interaction between teacher and learner is necessarily stunted." (PRAESA, 1998) In this situation, schools are adopting a variety of strategies to assist African children to learn English and to adjust to this language as a medium of instruction. Some schools have introduced bridging classes for non-English speakers while others have employed African language speakers as assistant teachers.

High schools also experience the mismatch in languages between pupils and teachers as detrimental to learning. In a dual medium (English /Afrikaans) school in Murray's study, the African language speakers have been placed in the English medium classes in the school while the Afrikaans medium classes consist entirely of mother tongue Afrikaans-speakers with Afrikaans-speaking teachers. Progress through the learning programmes in various subjects has been affected by the language difficulties experienced in the English medium classes and these classes have begun to fall behind the Afrikaans medium classes.

PEI research studies at primary schools and high schools have found that discipline and control problems arise from the communication breakdown between teachers and pupils who speak different languages. According to PRAESA these problems "derive from the teacher's diminished authority over her charges at a time when they literally do not speak the same language." The PRAESA research has found that the situation also affects teachers' methodology. Teachers faced with pupils who understand very little of what they say try to keep





control at all costs and "resort to teacher-centred lessons in which children are seldom given the chance to initiate something".

Incentives for multilingualism

Murray's study investigated schools in which teachers had volunteered to participate in an African languages course. The common reasons given for participation was the increasing number of African language speakers in schools, the communication difficulties and frustration for teachers and learners. Participants were also motivated by the desire to have better relationships with their pupils, to show respect for the language and culture of their African pupils and to overcome discipline problems created by students speaking a language which teachers do not understand. The courses had a number of benefits. All participants reported that the course developed cross-cultural understanding and that pupils valued the teachers' attempts to learn a language and that this improved relations. Many teachers also developed a greater empathy for their pupils when they realised how difficult it was to learn a new language and communicate in a language which is not your mother tongue. Despite these benefits, very few teachers learnt to speak Zulu and many dropped out of the course. The most commonly quoted reason for this was a lack of time. However, many of the teachers who claimed not to have time were involved in studies to improve their professional qualifications. Murray argues that learning a language requires a great deal of motivation and that there are currently no incentives for teachers to learn an African language.

Recent documents on the new norms and standards for teacher education which are likely to determine the nature of pre- and in-service teacher education make reference to the importance of respect for learners, the need to be able to mediate learning in multilingual classes, and the need to understand and take account of socio-cultural, racial, language and gender differences in classrooms. However, they do not indicate any requirements for the language competencies of teachers and potentially allow the situation described above to continue. For Murray, unless government's policy of encouragement of multilingualism is "given some concrete form by the state in terms of inducements and sanctions, and a process is put in place to educate schools and their governing bodies about this issue, it seems likely that the status quo will be maintained."

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RESEARCHING EDUCATOR DEVELOPMENT AND SUPPORT

Hemant Waghmarae & Kholofelo Sedibe
Project Managers - JET

The 1995 Teacher Education Audit pointed out some weaknesses regarding the provision of both teacher and management training programmes in the past. The audit also emphasised the importance of developing human resources in the transformation of education. It is towards this end that an integrated and overarching strategy is unfolding from the Department of Education, as is reflected in Duncan Hindle's article in this Bulletin. The strategy is in the form of four separate yet conceptually united policy documents, namely: COTEP's *Norms and Standards for Teacher Education*, the South African Council for Educators' *Code of Conduct*, the Education Labour Relations Council's *Manual for Development Appraisal* and the Department of Education's (DoE) *Duties and Responsibilities of Educators.* Taken together, the four documents provide a basis for a holistic model within which the academic, occupational and professional development of educators can be undertaken.

The Educator Development and Support Study

To complement the above efforts, the Teacher Development Centre of the national DoE, in partnership with JET, recently commissioned an investigation into emerging practice in regard to educator development and support (EDS) programmes. The study arises out of the recognition that although there are a number of well intentioned educator programmes being offered, most of these operate in isolation and invent their own separate sets of solutions to the issues of teacher education and systemic school reform. Whilst this provides for diversity in delivery, it misses the opportunity to promote synergy between the programmes themselves on the one hand, and the programmes and emerging policy on the other. The study is thus an attempt to record the current understanding and practice of EDS, to examine these in the light of the emerging guidelines offered in the *Norms and Standards for Educators* report and to put various stakeholders in conversation with one another. It must, however, be emphasised that the study is not intended as an evaluation of any programme.

The specific purposes of the study are to:

- map and describe a sample of EDS programmes which are attempting to implement the principles of the National Qualifications Framework as embodied in the *Norms and Standards for Educators* and other policy/discussion documents of the DoE;
- on the basis of the above, draw conclusions and make recommendations that may be used in programme delivery and policy development.

Subsequent to the issuing of a pre-qualification tender, a consortium of seven organisations consisting of university departments of education, education policy units and non-governmental organisations was awarded the tender. A Reference Group will be established and workshops will be held with relevant stakeholders to guide the project and to refine the methodology and research instruments. Research is due to begin in November. The project will culminate in a national conference in March/April 1999, where the draft final report will be discussed by all stakeholders.

The *Norms and Standards for Educators* will be the point of departure for the study. Other documents referred to in this article will be taken into consideration when developing instruments for data collection and analysis. The rationale for using these documents as the primary instruments for understanding educator development is that they have

emerged from extensive research and consultation and thus contain the widest range of perspectives on these issues.

A set of indicators applicable to educator development will be drawn from the documents and attempts will be made to analyse the extent to which practical programmes approximate these indicators. By the same token, the analysis will determine the extent to which the proposed norms and standards are informed by practice. The process of initiating dialogue between, among other documents, the *Norms and Standards for Educators* and educator development programmes will be a learning experience for programme implementers, decision makers and the study team.

In order to promote diversity and simultaneously encourage quality in provision, the proposed dialogue between emerging policy and programmes is essential. It is hoped that the EDS study will provide useful information on the issues of diversity and quality, and will lay a basis for further programme provision, as well as policy development.

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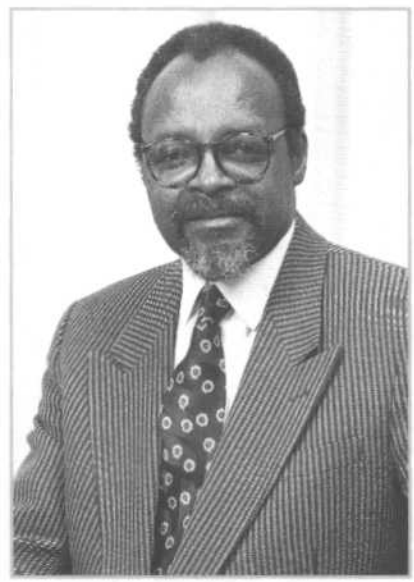
COMMUNITY SERVICE IN HIGHER EDUCATION: FINAL REPORT

Following from the Concept Paper published by JET last year and further to additional research conducted during the intervening months, the **Community Service in Higher Education: Final Report** was launched jointly by the Department of Education and JET on 16th October. Copies of the book are available from JET, on request.

The Final Report develops the ideas raised in the Concept Paper. It offers a more detailed conceptual framework for community service in higher education. It examines emerging policies and practices concerning service in higher education institutions, looks at the impact of community service programmes on institutions, students and communities, explores the financing of community service programmes and outlines how a number of government departments view community service in relation to national priorities. The Report concludes by examining what actions can be taken by government, higher education institutions and the private sector to advance community service as a contributory strategy for transformation in South Africa.

NEWS



Speaking at the launch of the Report, Dr Manganyi, Director General of the DoE, commended JET and the Ford Foundation for its work in promoting an informed public debate on this important topic. "Complex ideas are easily trivialised," he said, "and good research of this kind is necessary to guide best practice."

JET has been awarded a further grant of some R4 million (US $ 673 000) from the Ford Foundation for continuing work in this arena.

PEI RESEARCH PHASE 11

The PEI research project is an investigation into the factors which influence teaching and learning in schools and classrooms. The project is directed by the Department of Education, funded by DANIDA and managed by JET. The 35 commissioned studies - which are researching topics such as language policy (see Penny Vinjevold's article on pp11-13) and practice, maths and science teaching and learning, and school effectiveness - will be consolidated into a final report published in March 1999.

For more information visit the JET website at **www.jet.org.za**

NEWS

NEW APPOINTMENTS at JET

There have recently been a number of new appointments at JET as the Trust builds its human resources to meet growing demands on it for major developmental project management contracts.

From left:

- *Ms Hawa Hoosen* has been appointed Human Resources Administrator in the Finance & Administration Division.
- *Mr Hemant Waghmarae,* has been appointed Project Manager in the Research & Evaluations Division.
- *Ms Kholofelo Sedibe,* has been appointed Project Manager in the Teacher Development Division.
- *Mr Armalal Soma* has been appointed Financial Analyst in the Finance & Administration Division.
- Mr Jo Lazarus, not pictured, has been appointed Project Manager on the Community Service in Higher Education Project.

PEI RESEARCH PROJECT - PHASE 1

An incomplete copy of the research report on Whole School Development written by the Sacred Heart School Development Project was published as part of the PEI Research. If you would like the complete version sent to you pleasephone Thelma Dibakwahe at JET.

Published by:
JOINT EDUCATION TRUST
3rd Floor, Braamfontein Centre,
23 Jorissen Street, Braamfontein.
PO Box 178, Wits, 2050.
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