

THE INSTITUTIONAL ARCHITECTURE OF THE CONTINUING PROFESSIONAL DEVELOPMENT OF TEACHERS (CPTD)

TABLE OF CONTENTS

1. INTRODUCTION	2
2. THE NDP AND CPTD	2
3. THE DBE'S ACTION PLAN AND CPTD	3
4. DATA ON TEACHER PARTICIPATION IN PROFESSIONAL DEVELOPMENT	4
5. THE INTENDED ARCHITECTURE OF THE CPTD SYSTEM	7
5.1. The Integrated Strategic Planning Framework for Teacher Education and Development in South Africa: 2011-2025	8
5.2. The National Institute for Curriculum and Professional Development (NIPCD)	9
5.3. Provincial Teacher Development Institutes and District Teacher Development Institutes	12
5.3.1.PTDI 17	
5.3.2.DTDC17	
5.4. PTI/ DTDC Matters Requiring Resolution at a Senior Level	18
5.4.1.What are the most effective planning mechanisms for teacher professional development activities? 19	
5.4.2.Are reports available across provinces of their use of the skills levy?	20
5.4.3.Do PTI and DCTC report to 'Teacher Development'? or to 'Curriculum'?	21
5.4.4.Do DTDC report primarily to Districts or to PTDI?.....	22
5.4.5.What should be the relationship between the provincial and district curriculum delivery units and the PTIs and DTDCs? and where should subject advisers be located?	23
5.4.6.Re-thinking the Role of Curriculum Specialists	24
5.4.7.Are the PTI and DCTC fulfilling their envisaged role in supporting Professional Learning Communities? 25	
5.4.8.Are the PTI and DTDC on their way to being 'fit for purpose' as a vehicle to achieve the vision of the ISPFTD? 25	
6. THE SOUTH AFRICAN COUNCIL FOR EDUCATORS AND THE CPTD SYSTEM	26
6.1. The Requirement to Participate in CPTD Activities	26
6.2. Compliance with CPTD Requirements.....	27
6.3. Data on National and Provincial Patterns.....	28
6.4. Responsibility of the Employer	30
7. TRAINING FUNDED THROUGH THE ETDP SETA	30
7.1. Resources and Role	30
7.2. Challenges	31
7.3. Summary of Training priorities of school-based educators for 2022-23	33
7.4. Summary of Training priorities of office-based educators for 2022-23.....	33
7.5. Monitoring and Evaluation.....	35
8. PROFESSIONAL LEARNING COMMUNITIES	35
8.1. Rationale and Potential	35
9. REALISATION OF THE POTENTIAL ROLE OF PROFESSIONAL ASSOCIATIONS AND OF TEACHER UNIONS 37	
10. SCHOOL-BASED PROFESSIONAL DEVELOPMENT FOR TEACHERS.....	38
11. KEY AREAS REQUIRING ATTENTION IN THE CPTD SYSTEM.....	41
11.1. Establishing Data Systems to Support the Planning and Monitoring of CPTD	41
11.2. Efficacy of Training	43
11.3. A Shared Monitoring Framework.....	45
12. CONCLUSION.....	46

1. INTRODUCTION

The DBE's Annual Sector *Report on the Monitoring Of Provincial Teacher Development Programmes* of April 2023 (p.7)¹ indicates that the

“The Regional [SADC] CPD Framework remarked that “While CPD for teachers has many benefits – helping to address the inadequacies in the initial teacher education programmes and equipping teachers with the knowledge and skills that keep them abreast of the latest changes in information and communications technology (ICT) and also in content pedagogical knowledge, among others – the review of CPD practices in the SADC region indicates that CPD programmes are either inadequate or ineffective and, in some cases, not available or even completely absent”.

The SADC framework² acknowledges the critical importance, and international recognition of Continuing Professional Development (CPD) as

“an essential investment for improving the quality of education systems. Teachers need to update their knowledge on new curriculum content, new teaching methods and new materials. As they continue to develop new skills and acquire more understanding of their learners’ needs, teachers become more self-confident as professionals. In fact, one of the hallmarks of a qualified and professional teacher is continuous learning throughout his/her career. (p.5)

Given the importance of CPD as outlined on the SADC framework, this Working paper seeks to examine the adequacy and effectiveness of CPD for teachers in South Africa. Background Paper 3 has outlined some of the subject content knowledge and pedagogical content knowledge needs of teachers. Even if the District-Based Curriculum Specialist system (Background Paper 4) was working optimally at SES, DCES, and CES levels as intended in policy, it is clear that the scope of responsibility for Continuing Teacher Professional Development (CPTD) extends well beyond the work of curriculum specialists and is integral to improving learning outcomes.

2. THE NDP AND CPTD

The urgency of improving teachers content knowledge and pedagogy as discussed in Background Paper 3 was identified as crucial in the NDP fourteen years ago – ‘Teacher development should build teachers’ subject knowledge and provide training in effective teaching methods. Teacher development programmes should be targeted at those areas where teachers’ subject knowledge is weakest’.

The NDP (NDP, 2011, pp. 307-8) made several recommendations regarding teacher professional development including:

- Help teachers develop **better ways of delivering the curriculum** using the learner workbooks that are provided, including structuring lessons, covering the material in the curriculum, **and conducting assessments. This should be the short- term focus** and directed at in-service teachers.

¹ This document is not available on the DBE website but was made available by the DBE.

² DRAFT SADC Regional Framework on Continuing Professional Development (CPD) for Teachers. UNICEF. Undated. <https://www.sadc.int/sites/default/files/2022-08/Regional%20CPD%20Framework%20for%20Teachers.pdf>

As teachers gain confidence and develop skills to deliver the curriculum, the focus will move to other aspects of teacher development.

- Help teachers **improve their knowledge of the subjects they teach**. This is of critical importance. Teacher development should build teachers' subject knowledge and **provide training in effective teaching methods**. Teacher development programmes should be **targeted at those areas where teachers' subject knowledge is weakest**.
- The **department, schools, and professional bodies should be involved in organising and delivering teacher development activities**. Teachers must also take the initiative to identify the areas in which they need further development and approach the department for assistance to access training opportunities. Courses that are in line with the requirements of the teacher's job must be fully subsidised by the government and **should take place outside term time**. On completion of the course or professional development activities, **teachers should earn points towards meeting the continuing Professional Teacher Development requirements of the South African Council for Educators**.

3. THE DBE'S ACTION PLAN AND CPTD

The Department of Basic Education's Action Plan and Vision for Schooling in 2025 aligns with the NDP. Both support structured continuing development of teachers and the promotion of professional standards. Both argue that teachers must have:

- Adequate knowledge of the subjects they teach.
- Communicative competence in the language in which they are required to teach.
- Subject knowledge particularly maths and science teachers.

Both the Action Plan and the NDP stress that Districts should prioritize support to teachers.

The DBE Action plan Goal 16 speaks to Teacher capacity and professionalism and says the DBE must:

"Improve the professionalism, teaching skills, subject knowledge, and computer literacy of teachers throughout their entire careers."³

Key issues with respect to teacher capacity and professional from the NDP and Action Plan 2019's goals include:

- Teachers need to spend more time on professional development. The School Monitoring Survey of 2017 showed that for around 50% of teachers spend less than 12 or fewer hours on professional development per year. The DBE *Action Plan to 2019 Towards the Realisation of Schooling 2030* indicates that concrete steps have been taken in recent years to improve access to professional development programmes amongst educators.
- The importance of quality assuring the available training.
- Teachers need to be able to plan and account for their professional development activities.
- Teachers should be supported with clear and consistent messages around the curriculum. The 2012 NEEDU report, which was based on visits to 133 primary schools during 2012, found that Foundation Phase teachers lacked guidance in how to strengthen teaching methods and what standards to set for different grades. Teachers constantly receive different messages on what to teach, when and what materials to use. COVID did not help this challenge.⁴

³ DBE Action Plan to 2019 Towards the Realisation of Schooling 2030, goal 16

⁴ DBE Action plan citing NEEDU report.

- Greater access to and educational use of digital resources by teachers must be prioritised.

The NDP and Action Plan 2019 emphasises the importance of DBE partners in supporting effective, high quality teacher development. Specifically, it speaks to:

- **The Importance of Professional Associations:** The NDP advocates for the support of professional associations to offer professional development opportunities, share good practice and inform teachers in specific subjects about innovations that will assist them in the classroom.
- **Teacher unions:** The NDP places emphasis on the role of teacher unions in teacher support. Unions should be assisted and supported in providing continuous professional development strategies for their members. Union programmes should work towards being accredited for professional development points.

The key questions for planning to support teachers to improve learner performance in reading and mathematics are:

- What are the institutional mechanisms established to support the professional development of teachers?
- How well are these mechanisms working to support teacher professional development?
- How well are these separate components integrated (or mutually intelligible)?
- How effective are mechanisms for coordinating planning and monitoring?
- Are teachers and provincial education departments successfully navigating this framework?

In order to answer these questions, this section will firstly examine what the School Monitoring Survey of 2022 tells us about the average yearly hours spent by teachers on professional development activities. It will then review the functioning of each of the components of the national teacher professional development system and the implications for planning to improve reading and mathematics.

4. DATA ON TEACHER PARTICIPATION IN PROFESSIONAL DEVELOPMENT

The Education Labour Relations Council (ELRC) (Resolution 7 of 1998 on the Workload of Educators) commits all educators, as part of their conditions of service, to spending 80 hours per year on professional development activities.

The DBE undertakes a periodic School Monitoring Survey (SMS) against the Indicators of its *Action Plan to 2030*. The 2022 SMS⁵ obtained data on the average hours spent by teachers of language and mathematics in Grades 3, 6, 9 and 12 on professional development activities in 2022. Professional development activities were examined in five categories:

- (i) Self-Initiated.
- (ii) School Initiated
- (iii) Externally Categorised Initiated by the District, Provincial or National Office
- (iv) Externally Initiated by Unions or Professional Associations

⁵ This is not yet available on the DBE website.

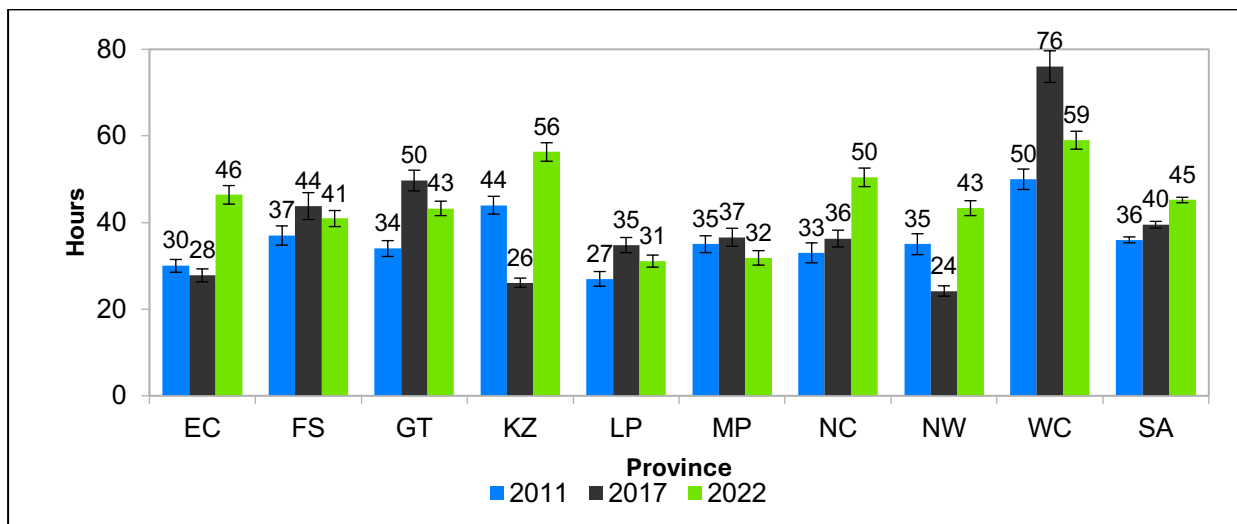
(v) Externally Initiated by Other Institutions.

The summary of the detailed findings of the 2022 School Monitoring Survey below is provided in different categories of analysis:

- **Overall:** In 2022, teachers in primary and secondary schools (combined) spent on average 45 hours on professional development. There was no substantive change between 2011 and 2022 in the average number of hours teachers spent on professional development, with 36 hours in 2011, and 40 hours in 2017 and an increase to 45 hours in 2022. This represents about 54% of the ELRC agreed 80 hours for this indicator. Overall, scores are still relatively low and remain indicative of an uneven uptake of opportunities for professional development, and provision of such opportunities by PED, Unions, professional associations, and by the National Institute of Curriculum and Professional Development.
- **Primary and Secondary Schools:** Differences between primary and secondary school teachers and their professional development hours were minimal at provincial level. Teachers in primary schools on average spent 43 hours on professional development and secondary school teachers, 47 hours.
- **Provincial:** Using data from 2011, 2017 and 2022 (an 11-year period), Teachers in Limpopo Province and Mpumalanga spent the least amount of time on professional development (about 31 hours). The Eastern Cape, KwaZulu-Natal, and the Northern Cape showed increased trends with average teacher professional development hours above the 2022 national average. In 2022, the hours teachers spent on professional development in the KwaZulu-Natal, the Northern Cape and the Western Cape were above the national average (ranging between 50 and 59 hours). In 2011, the Free State, KwaZulu-Natal, and the Western Cape were above the national average.

These trends are show in Figure xx below.

FIGURE xx: AVERAGE HOURS A YEAR SPENT BY TEACHERS IN PRIMARY AND SECONDARY SCHOOLS COMBINED ON PROFESSIONAL DEVELOPMENT BY PROVINCE, 2011 – 2022 (from SMS, 2022)



The Western Cape, which had a substantial rise from 50 hours in 2011 to 76 hours in 2017, declined to 59 hours in 2022. A similar pattern emerges for teachers in Gauteng also showing a (smaller) decline in hours from 2017 to 2022.

- **By Quintile:** There were no real differences across quintiles for primary and secondary schools by province in terms of the amount of time teachers spent on professional development. Teacher development hours in Quintiles 3 to 5 were slightly about the national average. There were also notable improvements in Quintiles 2 and 3 in the hours that teachers spent over time on capacity development, over time. In Quintile 3 there was a substantial increase from 34 hours to 48 hours, and in Quintile 2, an increase from 36 hours in 2017 to 43 hours in 2022. However, there were no substantial differences noted across the different quintile categories for each of the years surveyed.
- **By Grade:** The number of hours reported by teachers for grades 3, 6, 9, and 12 vary widely across the different provinces and quintile categories in each the different rounds of the survey. A consistent trend noted across all the grades is a higher number of hours reported by teachers from the Western Cape.
- **Categories of activity:** Self-initiated professional development is the most common category of initiation of professional development⁶. School-initiated activities were also significant. By implication then these categories were not common or not significant:
 - Externally Categorized Initiated by the District, Provincial or National Office
 - Externally Initiated by Unions or Professional Associations
 - Externally Initiated by Other Institutions.
- **Digital Competencies:** Educators' needs for training in digital competencies are closely related to the physical context of the school and community in which they are situated. Digital competency training did not help if these digital technologies were not available to them in the school where they work. **Differentiation in training** is needed, since currently, well-seasoned and experienced educators receive the same training as less experienced, struggling educators.
- **Unions:** Unions were identified as potentially beneficial role players, especially in cases where district support is lacking means that schools are left without guidance or opportunities for professional development.
- **Professional Learning Communities:** The increasing beneficial role of Professional Learning Communities (PLC) emerged as a strong theme, with educators providing evidence of where such PLCs provided them with support and opportunities for development⁷.

Despite the need to improve the content and pedagogical content knowledge of teachers, and despite the 1998 ELRC Resolution committing all educators, as part of their conditions of service to spend 80 hours per year on professional development activities, this was not achieved in any province in 2022.

Part of the survey asks principals to list five CPTD activities which teachers undertook. 36% of schools submitted nil responses and the highest-ranking activity listed was “meetings”.

⁶ More discussion - including the possibilities of further work – is necessary to interpret this finding. For example, alignment with teacher reporting to SACE, and how this relates to the DBE annual report on Professional Development both of which are covered later in this section on Professional Development. It may also be useful to explore the quantum of time relative to this categorization as frequency may not be the best measure of engagement.

⁷ It would be useful for the DBE to provide data on trends related to online CPD (self-study), the number of teachers engaging in online (or blended) learning, and which devices are used - internet at school, at home or at provincial or districts teacher development centres. If this data is not available, consideration should be given to monitoring this in future

To understand why this goal of teacher participation in continued professional teacher development (CPTD) has not been achieved, it may be useful to examine each component of the CPTD system and the extent to which it each is functioning optimally and achieving its stated purpose.

5. THE INTENDED ARCHITECTURE OF THE CPTD SYSTEM

The architecture of institutional mechanisms that exist to advance teacher professional development in an integrated Continuing Professional Teacher Development (CPTD) system is ambitious, and well developed conceptually, but implementation is limping. It is clear that few elements of the overall framework are working as intended, and it is urgent that an appraisal be made of the key actions needed to accelerate progress.

The architectural framework for CPTD includes:

- *The National Policy Framework for Teacher Education and Development in South Africa* (NPFTED) (2007). This document was gazetted as policy
- *The Integrated Strategic Planning Framework for Teacher Education and Development in South Africa, 2011-2025 (Full Version)* (ISPFTED). This is accompanied by an *Integrated Strategic Planning Framework for Teacher Education and Development in South Africa 2011-2025: Frequently Asked Questions*. Although this has not been gazetted as policy, in practice it has replaced the NPFTED.
- The 2011 ISPFTED provides for the establishment of *The National Institute of Curriculum and Professional Development* (NICPD), *Provincial Teacher Development Institutes* (PTDI), and *District Teacher Development Centres* (DTDC). An undated document *Minimum Norms and Standards for Provincial Teacher Development Institutes and District Teacher Development Centres In South Africa* is available on the DBE website.
- The South African Council for Educators (SACE).
- The Education and Training Practices Sectoral Education and Training Authority (ETDPSETA)
- Teacher initiated *Professional Learning Communities* (PLC)
- The National Teacher Education and Development Committee (NTEDC) which was established to ensure a coherent and coordinated approach is taken to the planning and delivery of teacher education and development programmes nationally, and Provincial Teacher Education and Development Committees (PTEDCs). These have become important features of the Teacher Development system. PTEDCs are committees comprising high level national education department representatives, provincial education department representatives and representatives of universities that operate in the provinces. These committees must advise on: (1) Setting of evidence based provincial targets for the production of new teachers and the development of existing teachers through qualification programmes. (2) Medium term provincial plans to reach targets. (3) Consideration of the province's plans in enrolment planning, infrastructure planning and funding processes of universities operating in the Provinces. (4) The allocation of financial resources within provincial budgets to achieve these targets.

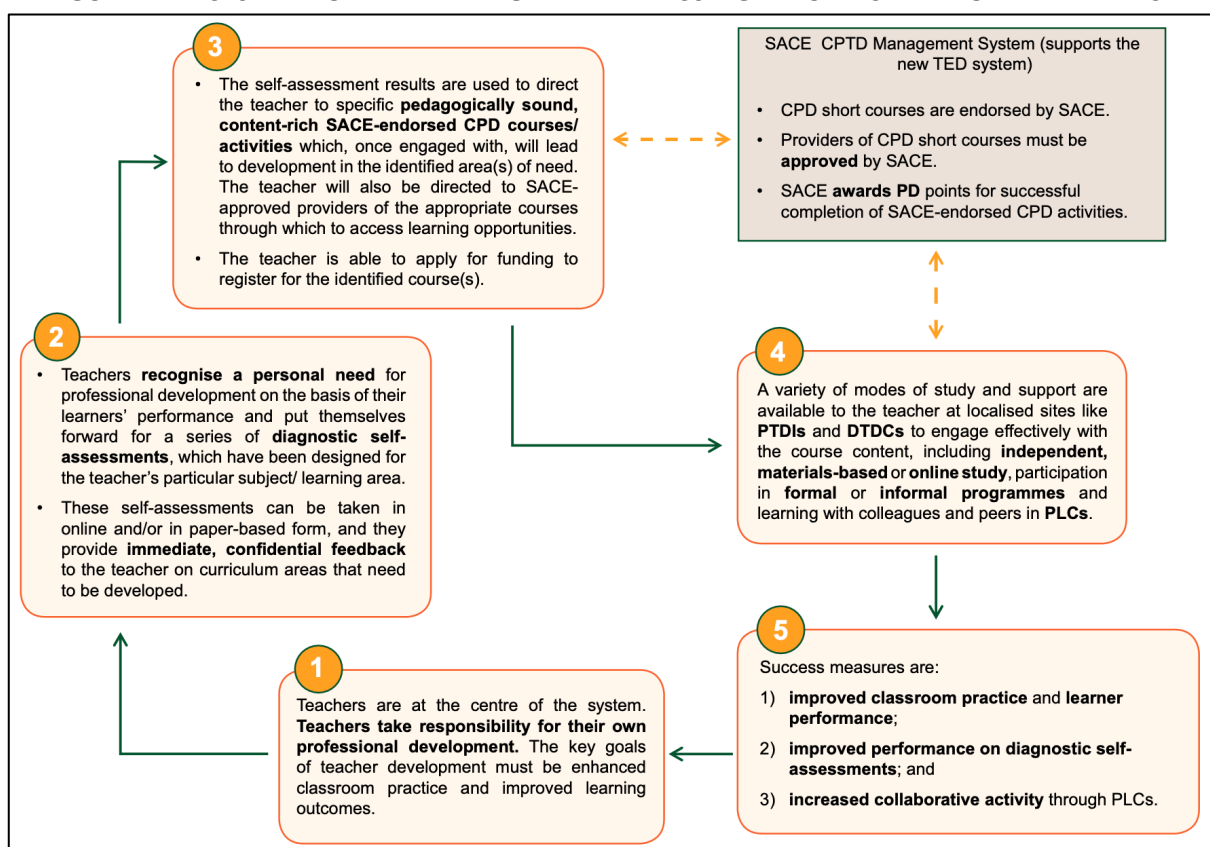
School initiated CPTD is not explicitly part of the original architecture but is a key component of supporting teachers in their professional development. It is, however, explicitly included in the types of CPTD in the SACE in the CPTD point schedules (type 2). It would be useful to monitor trends in school initiated CPTD.

This examination of the current patterns of implementation, planning, and delivery for each of the elements of this architecture will be useful to inform the planning and monitoring that must be undertaken at national and provincial levels to deliver the teacher support necessary to improve the teaching of reading and mathematics.

5.1. The Integrated Strategic Planning Framework for Teacher Education and Development in South Africa: 2011-2025

This framework was published in 2011 and is the basis of the Continuing Professional Teacher Development (CPTD) system. The document includes this diagrammatic representation of the design of the system.

FIGURE xx: A SYSTEM FOR IDENTIFYING AND ADDRESSING TEACHERS' DEVELOPMENT NEEDS⁸



The starting point of the framework is that teachers are at the centre, and take responsibility for their professional development so that classroom practice and learning outcomes improve. Teachers voluntarily undertake confidential diagnostic self-assessments that guide them to SACE accredited formal or informal programmes that are available on-line and supported at local CPTD centres or in self-organised PLC. However few components of the system are functioning:

⁸ DBE, 2011. *Integrated Strategic Planning Framework for Teacher Education and Development in South Africa: 2011-2025*. p. 8

- Diagnostic self-assessments are not yet available for teachers⁹.
- The NICPD has not been established¹⁰.
- Few provincial PTDI and DTDC are functional.

The SMS finding was that self-initiated professional development is the most common type of in which professional development within the following categories

- Self-Initiated
- School Initiated
- Externally Categorized Initiated by the District, Provincial or National Office
- Externally Initiated by Unions or Professional Associations
- Externally Initiated by other Institutions.

This reflects positively on the professional commitment of teachers, but questions must be asked about the efficacy of our CPTD system as designed in the *Integrated Strategic Planning Framework for Teacher Education and Development (ISPFTED)* and what steps could be taken to improve support teachers.

The analysis which follows will argue that despite the many efforts of many officials, the components of the ISPFTED are not being implemented as planned in 2011. This paper provides the evidence for this argument in some detail. This detail is necessary because it provides the diagnostic to substantiate the conclusions reached, but also to support the recommendations made regarding what the DBE and the provinces might consider in reviving or reviewing elements of the overall planning framework. It is also necessary because a determination to improve the teaching of reading and language in the next five years will need to plan realistically around these realities. Assumptions about what can be done that are not based in reality will undermine effective implementation.

5.2. The National Institute for Curriculum and Professional Development (NICPD)

The 2011 ISPFTED (p. 2) designated the DBE as “the lead agency responsible for: the establishment of a National Institute for Curriculum and Professional Development (NICPD); the development of processes to assist teachers to identify their development needs and to enable expanded opportunities for access to quality Continuing Professional Development (CPD) activities and programmes to meet these needs; and the identification of system priorities for targeted teacher development”.

⁹ The DBE assessed 2 0000 teachers in English in 2018. These results indicated that are that teachers are strong in Content Knowledge (CK) but weak in Pedagogical Content Knowledge (PCK). The DBE conducted teacher assessment in Maths and Science in Quarter 4 of 2022/23 through the Siyavula online platform and a similar pattern of greater strength in strong in Content Knowledge but weak in Pedagogical Content Knowledge was evident.

¹⁰ A review of the various implementation plans that have been developed over the years would be useful. This review should include a frank and critical review of reasons for slow progress since 2011 so that progress can be accelerated.

However, progress towards establishing the NICPD has been inordinately slow. In 2020, 9 years after the adoption and publication of ISPFTED, the DBE published a document, *Institutionalising the NICPD*. This document gives further insight into the purposes and structure of the NICPD:

“The National Institute for Curriculum and Professional Development (NICPD) was proposed in the *Integrated Strategic Planning Framework for Teacher Education and Development in South Africa, 2011–2025* (ISPFTED) and established as a chief directorate in the Department of Basic Education in 2014.” (DBE, 2022, p. i)

The *Institutionalising* document proposed the following key five areas (p. iii):

- Strengthening system alignment, networks and partnerships in line with policy and the South African Council for Educators (SACE) Continuing Professional Teacher Development (CPTD) Management System
- Development and design of teacher professional development (TPD) curricula and frameworks to improve curriculum delivery (including diagnostic self-assessment, continuing learning opportunities and an online learning and support system)
- Research, monitoring, and evaluation of the effectiveness of curriculum delivery and CPTD
- Lesson learning and knowledge management
- Innovation and incubation of best practices in CPTD and curriculum delivery

The document (p. 19-20) also provides a high-level overview of five functional areas with their purposes and objectives. The functional areas are outlined below together with recommendations about staffing, structure, and roles.

FUNCTION	PURPOSE	STAFFING
Research Monitoring and Evaluation	A teacher professional development learning hub that tracks trends and practice, innovates, and informs norms and standards for curriculum delivery and professional development (professional teaching practice and curriculum management), in partnership with SACE, the ETDP-SETA, QCTO, and teacher unions. (p. 18) The NICPD will lead thinking in TPD based on evidence, engagement and feedback.	A core staff of 5: A head of the area with a track record of research in the areas of curriculum management and professional development; An M&E specialist An MIS/knowledge manager, research project managers; Possibly writers for dissemination; A small core staff supported by partnerships per project is a suggested format.
Integrated Professional Learning and Development	To advance professional and support capacity to improve curriculum delivery. Development programmes are aimed at improving the skills and abilities of teachers, departmental heads, principals, district officials, so that curriculum coverage and teaching and learning improves.	A small team of 5 school curriculum experts with a network of experts. The team should be able to understand the associated developmental changes of implementing the CAPS curriculum in terms of content knowledge and related pedagogy. In particular, core skills related to lesson planning, tracking of achievement and reflection are critical. Use should be made of expert full-time and part-time practitioners, appropriately skilled retired teachers, principals and officials, technical specialists and subject matter experts.

FUNCTION	PURPOSE	STAFFING
Curriculum Delivery and Innovation	To spotlight innovations in curriculum implementation and practice that work within the realities of teaching practice in current and future South African contexts. This would include design and testing, as well as practice schools. This will ensure that all PD activities are focused on improving learners' performance through teachers' understanding of curriculum content and applied methodology.	A full time Director and one assistant who will work in partnership with relevant units in the DBE and elsewhere.
TPD online learning system platform	To provide the IT and learning management supports for the online assessments and analysis, development and tracking of pathways. A key strategic objective is to 50% of teachers using online assessment by 2025.	Not specified
Networks and TPD support	to establish and facilitate networks and facilitate collaboration across TPD stakeholders, as well as provide support to provinces to establish PTDIs, DTCs and PLCs.	Not specified

Staff were to have been appointed by September 2020. The DBE Teacher Professional Development Master Plan, 2017-2022 indicates that three director posts have been filled, and that possible office space has been identified, but not yet secured. The Master Plan indicated that the next steps were to set up an adequately resourced institute, in terms of personnel, office space and the necessary equipment to make it fully functional. This has not yet happened, and the NICPD is far from being able to fulfil the purposes outline above.

This means the following commitments made to teacher support in the 2011 DBE document, *Integrated Strategic Planning Framework for Teacher Education and Development in South Africa 2021-2025: Frequently Asked Questions* (2011, pp. 2-3) are not close to being realised:

“Teachers will be helped to identify and address their own professional development needs by:

- Interpreting their own learners' performance in national (and other) assessments; Assessing themselves by taking user-friendly diagnostic tests based on the content (theory and practice) frameworks of the school curriculum; and
- Using the results from the diagnostic tests to identify appropriate ways to address their individual needs. Teachers can do this, for example, by joining school-based projects; or by participating in quality-assured, externally provided programmes, including accredited courses.
- In addition to individual teachers' needs, systemic needs will be identified and targeted teacher development programmes will be put in place. Most importantly, teachers will be helped to take responsibility for their own professional development.

“Teachers can do this by:

- Learning how to identify gaps in subject knowledge through (i) interpreting learners' results in national and other assessments; and (ii) taking user-friendly online and/or paper-based diagnostic tests in specific subject/ learning areas.
- Actively learning with colleagues in Professional Learning Communities (PLCs).

- Accessing funding to do quality-assured courses that are content rich and pedagogically strong and that address their individual needs.
- Understanding the curriculum and learning support materials, preparing lessons and delivering them competently; and
- Signing up with the SACE Continuing Professional Teacher Development (CPTD) Management System and achieving the target number of Professional Development (PD) points.

“Diagnostic self-assessment tests

There will be diagnostic self-assessment tests for teachers in all subjects/ learning areas. They will be able to do these tests in paper form and online. Self-assessments will provide immediate, confidential feedback to each teacher on curriculum areas that they specifically need to be developed. Diagnostic self-assessments will be linked to teacher development opportunities and funding.”

The reasons for the delay in establishing the NICPD are mirrored in the difficulties in establishing the Provincial Teacher Development Institutes (PTDI) and District Teacher Development Institutes (DTDI) as envisaged in the ISPFTED and these have had consequences for the establishment of the PTDis and DTDIs as envisaged in the ISPFTED. Possible hindrances in establishing these institutions which will be discussed further with the DBE include:

- Ambiguity regarding location in relationship with the teacher development line function
- Failure to establish a dedicated resource base which includes:
 - The necessary human resources with the requisite dedicated time and skill set
 - The necessary material resources both in terms of the requisite dedicated funding and infrastructure
- Erroneous assumptions about the development of IT access both within the institutes, and amongst the users (teachers in general)
- Assumptions about a framework that has a strong national ‘command’ or strategic leadership role which has not been aligned with the concurrent constitutional roles of the national and provincial departments and how resources are allocated within this framework.

5.3. Provincial Teacher Development Institutes and District Teacher Development Institutes

A document, *Minimum Norms and Standards For Provincial Teacher Development Institutes and District Teacher Development Centres In South Africa*, is available on the DBE website but has never been promulgated and does not have the constitutional status of ‘norms and standards’ with which provinces must comply. Whilst its stipulations may be useful as a broad guideline, they have no force on administrative action. Indeed, the DBE’s *Annual Sector Monitoring Report on the Functionality of Provincial Teacher Development Institutes and District Teacher Development Centres for the 2022/23 Financial Year*¹¹ indicates that ‘the PEDs are not keen to implement these guidelines and regard them as a choice and not policy’ (p.6)

The only guideline that has any ‘policy’ status is the 2011 ISPFTED¹² which indicated that:

¹¹ The NPC is grateful to the DBE for providing this report for 2022/3 which has informed the analysis and conclusions. This report is not on the DBE website.

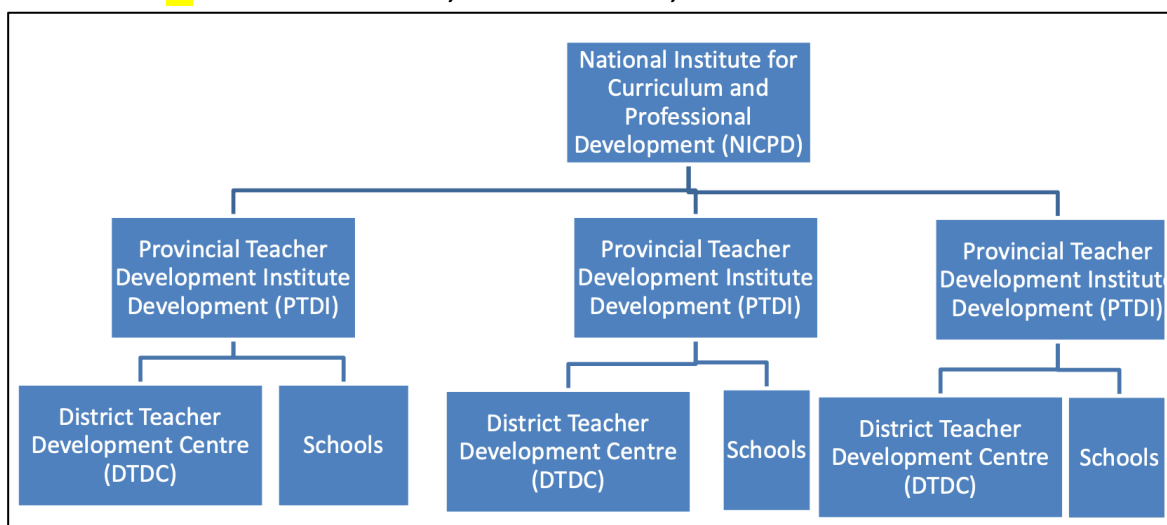
¹² Noting that this has not been gazetted as policy.

- The Provincial Education Departments (PED) will be the lead agencies responsible for the establishment and development of: “Provincial Teacher Development Institutes (PTDIs); District Teacher Development Centres (DTDCs); and Professional Learning Communities (PLCs)”. (p.2)
- At the provincial level, PEDs will establish Provincial Teacher Development Institutes (PTDIs). These are physical sites which will serve as the base from which provinces coordinate and deliver all national and provincial priority Continuing Professional Development (CPD) programmes.
- At the level of districts, Provincial Education Departments (PEDs) will establish District Teacher Development Centres (DTDCs). These are physical sites located in districts and manageably accessible to teachers working in surrounding schools. They serve as local sites for curriculum support staff and for teachers. At these sites teachers will be able to access shared resources, attend courses and hold PLC meetings.

The (undated) regulations are clearly aspirational and ambitious and have the ‘soft’ status of ‘guidelines. Some elements were originally intended to be phased in over 7 – 10 years while others were to be ‘prioritised and phased in before the end of 2020. Unfortunately, the current provision of PTDI and DTDC not only bear a very distant resemblance to the institutions envisaged in the draft regulations, but additionally, by not adopting key elements of the framework provided, hobble the efforts that are being made to adhere to ISPFTED.

The draft regulations include figure xx, reproduced below from the draft ‘Norms and Standards’ document, envisage a structure of the NICPD, the PTDIs DTDCs which is based on a conception of an integrated national structure with a direct relationship with provincial structures. However, the concurrent nature of the relationship between the national and provincial departments means that as long as PTDI are funded from the provincial equitable share (PES) and the Division of Revenue Act (DORA), and staff of the PTDI are employees of the provincial departments, the line of command to the NICD does not work optimally. This is a reality that must be taken into consideration on future planning.

FIGURE xx: ‘LINK OF THE NICPD, PTDIS and DTDCs, GOVERNANCE AND MANAGEMENT



The vision in the draft regulations was that:

- Provincial Teacher Development Institutes (PTDI) would be physical sites established at provincial level from which provinces would coordinate and deliver all national and provincial continuing professional development programmes for teachers. (p. 3) and would each be 'headed by a director (or manager at director level'. (p. 14)
- All teacher development programmes for the province would be coordinated by the PTDI through an annual provincial plan developed through an evidence-based strategic planning process (in the second quarter of the year for the following year) which would be led by the Chief Directorate responsible for teacher development and involve all other directorates/chief directorates that implement courses for teachers as part of their service offerings (p. 15.)
- A structure at provincial level for planning and monitoring all teacher development activities needs to be established with the participation of and representation from all relevant stakeholder groups, which includes unions. This structure should have access to relevant and reliable data and analysis & monitoring tools. (p. 16)
- The outcome of the strategic planning process would be a fully inclusive, data-driven, coordinated plan including all activities proposed for teacher development, together with the physical location and space requirements for each programme; the budget for each programme; who will implement the programme; and a performance monitoring plan to monitor the progress of the plan
- The coordinated plan would specify the roles that the PTDI and each DTDC would play in supporting the implementation of teacher development programmes (p. 16)
- In the last quarter of each year the provincial planning and monitoring structure will prepare a report that: reflects on progress of the implementation of the strategic plan against indicators; highlights the need for any corrective measures; and reports on the use of the PTDIs and DTDCs, indicating future support needs that PTDIs and DTDCs should provide (p. 16-17).

The role of the PTDI in relation to **Teacher Development Programmes** was that (p. 23):

- All PTDIs would be responsible for the identification of development needs in their respective districts based on reliable data and the subsequent development of targeted teacher development programmes
- All PTDI's would have access to relevant and reliable data and analysis tools for programme design, evaluation, monitoring, and management
- PTDIs would forge close links and ties with HEIs and work with DTDCs and all SACE approved Service Providers of endorsed professional development courses
- The PTDIs should be the main custodian of all SACE endorsed programmes and all other CPTD related programmes

The relationship between PTDI and DTDC was envisaged as one in which:

- PTDIs would provide guidance to DTDCs on priority programmes, based on identified needs.
- All programmes offered by DTDCs would be approved by the PTDIs.

The draft regulations were specific in relation to the role and structure of the DTDC:

- DTDC were envisaged as physical sites located in districts which would be easily accessible to teachers from schools in the district around the DTDC and from which curriculum support staff

could operate; where teachers would be able to access resources; where CPTD courses would be delivered; and where teacher professional learning communities could meet (p. 16).

- Each DTDC would be a point of teacher development initiatives and be headed by a manager at the level of a Deputy Chief Education Specialist accountable to and reporting to the head of the PTDI on issues relating to teacher development programmes (p. 14).
- DTCD would report to PTDI

The principles guiding the funding of PTDI and DTDCs included that:

- Sufficient funding should be allocated from the fiscal coffers (national and provincial) for the establishment, maintenance and functioning of all PTDI and DTDCs
- “Ring-fencing” budgets: Budgets from National and Provincial ministries allocated to teacher development need to be “ring-fenced” for the specific and sole use of teacher development
- The PTDI Director (assisted by a CFO) should take responsibility and be held accountable for the management of funds in accordance with the PFMA and DORA
- Funding arrangements for DTDCs would be made through a governance model in which PTDI would be responsible for oversight of, and devolving funding to, DTDCs, with funding at PED level being ring-fenced for the PTDI and DTDCs

The responsibilities given to PTDI are complex and extensive and require appropriate resourcing.

The principles guiding the funding of PTDI and DTDCs included that:

- Sufficient funding should be allocated from the fiscal coffers (national and provincial) for the establishment, maintenance and functioning of all PTDI and DTDCs
- “Ring-fencing” budgets: Budgets from National and Provincial ministries allocated to teacher development need to be “ring-fenced” for the specific and sole use of teacher development
- The PTDI Director (assisted by a CFO) should take responsibility and be held accountable for the management of funds in accordance with the PFMA and DORA

The guidelines for the staffing of a **PTDI**¹³ envisaged a dedicated PTDI staff which includes a Chief Financial Officer implying a responsibility to manage a significant budget. Curriculum expertise is core with a programme coordinator at CES level for ‘subjects or cluster of subjects’ (if this is for school subjects, at GET level this would be in the region of 10 programme coordinators depending on the number of languages taught in the district), for FET subjects there are 14 ‘high enrolment subjects’) and a curriculum researcher. Provision is made for ICT staff and library staff suggesting a strong emphasis on making the PTDI a resource centre for teachers. However, the document is silent on the relationship between the curriculum staff in the PTDI and the staff in the branch ‘curriculum management and delivery’.

The guidelines for staffing of a **DTDC** envisaged a dedicated DTDC staff (i.e., additional to the District staff suggested in the District Policy). Each centre would have a manager at DCES level, and again curriculum expertise is core with a programme coordinator at SES level for ‘subjects or cluster of

¹³ One Director (the Centre Manager); two Deputy Directors (a Deputy and a CFO); One Assistant Director; one CES per programme, one Curriculum Researcher at DCES level; four Library Staff (one at DCES level, and one operating a mobile library); 2 ICT staff (one at DCES level); and eight ‘PAs’ and four or more support personnel.

subjects' for all FET and GET subjects. If the intention of the guidelines is to make the primary location of the work of curriculum specialists in the DTDC, then this structure does not align with the '*Amended Policy On The Organisation, Roles And Responsibilities of Education Districts*'¹⁴, which provides guidelines for the number of CES, DCES and SES (Curriculum Support and Delivery) at District Level. If the intention is to have all district curriculum specialists (subject advisors) located in the DTDC they would need to be amended to be inclusive of the envisaged structure in the district policy (which has been gazetted).

There are many ways in which the existing PTDI and DCTC are not functioning as intended in the ISTPFTD. The DBE's *Annual Sector Report on Monitoring the Functionality of Provincial Teacher Development Institutes and District Teacher Development Centres* for the 2022/23 Financial Year¹⁵ makes the following recommendations across all provinces:

- "Based on the monitoring findings, the alignment of these CPTD platforms to the Guidelines for PTDIs and DTDCs will be critical. To enforce their implementation, HEDCOM will have to revise its decision and revert them back to Norms and Standards
- "District Directors must provide guidance and leadership on the functionality of these centres
- "Curriculum and E-Learning units must work with Teacher Development in maximizing the utilization of DTDCs.
- "Districts Infrastructural Plans must consider DTDCs". (p. 6)

The report indicates that the factors limiting the functionality of PTDIs and DTDCs are,

"structural factors such as in the Eastern Cape and Northern Cape where such teacher development platforms are not managed by Teacher Development Chief Directorates but under other Chief Directorate such as District Coordination or E-Learning. In some districts, these platforms are not part of their plans and [are] completely side-lined and [have] no responsibility at all. The alignment of these local institutes with the Guidelines for PTDIs and DTDCs is still a myth. These platforms will not be effective and functional if E-Learning and Curriculum are not involved but must be managed by Teacher Development". (p. 36)

This conclusion suggests several problems.

The first two are matters requiring resolution at a policy level. These will be discussed in more detail in the next section. Firstly, the ambiguity regarding the 'reporting line' and coordination between the provincial departmental functions of Teacher Development and Curriculum Delivery and Management is a key tension. The second is that the DTDC do not have 'a working relationships with the Chief Directorate for District Coordination', and the report identifies many DTDC where the 'centres report to the district' rather than the PTDI. This is a substantive problem related to line function ambiguity.

¹⁴ Department of Basic Education. (2018). *National Education Policy Act 1996 (Act No. 27 of 1996): Amended Policy on the Organisation, Roles, and Responsibilities of Education*. Published on 19 January 2018.

¹⁵ This document is not available on the DBE website but was made available by the DBE.

The third conclusion identifies lack of integration of the key functions e- learning, but the staffing guidelines in the guidelines for PTDI stipulate that the PTDI of DTDC would have dedicated IT capacity. This would benefit from an operational relationship between The Department, the PTDI and the DTDC in relation to that function.

In addition to these three challenges, a reading of the report identifies several areas of pervasive difficulties in the current functioning of the DTDC across provinces.

5.3.1. PTDI

Not all provinces have dedicated PTDI with staffing and infrastructure. Limpopo, Western Cape, and Gauteng are the exception. Limpopo is the only one the three where PTDI 'controls and monitors the operations of all DTDCs', however, there are some centres that report directly to the districts. The DTDC in Gauteng and the Western Cape are not well resourced and are not functioning optimally.

The Eastern Cape has three PTDI with good infrastructure servicing different regions and with different foci:

- Mandla Makhupula Education Leadership Institute: Leadership, management and governance, integrated training, and development programmes of EDO's, principals and heads of department.
- Mthatha Provincial Teacher Development Institute: Languages and Social Sciences, (but still offers training of all other subjects.
- Queenstown PTDI: Mathematics and Science

The 202/3 report does not include details on the twelve DTDC in the Eastern Cape other than they have Vodacom donated centres with 30 laptops, a printer, a whiteboard, and furniture.

The report indicates that the KZN PTDI is not adequately resourced to meet the national priorities and provide DTDCs with physical and human resources. The organisational structure of the PTDI does not have subject specialists who are critical for co-ordinating curriculum specific programmes. The PTDI also does not have a designated budget that is ring-fenced for training. In order to access funding from the skills levy, requests have to be made through submissions to conduct programmes in the Skills Business Plan. The province also committed to a project to provide stable internet to all the 38 DTDCs (in 12 districts) during the current financial year.

None of the PTDI appear to be focused on the CPTD as envisaged in ISPFTD, but all seem to fulfil a valuable role in their provinces and display a responsiveness to the provincial context.

5.3.2. DTDC

The 2022/3 report indicates that the DTDC are generally poorly resources and inadequately staffed to fulfil their function as envisaged in the ISPFTD, and not all districts have DTDC. Many are significantly underutilised – even in relation to their current limited role.

In terms of **staffing**, few DTDC have dedicated managers with clearly delineated functions, responsibilities and reporting lines. There are generally insufficient human resources to fulfil the provincial expectations of DTDC, let alone the vision of the ISPFTD. Subject advisers are not located

in DTDC, but often use the venue of the DTDC. A common problem is the absence of support staff (cleaners, security, and administrative staff).

Provinces have, understandably and where possible, used existing **infrastructure for DTDC** but have seldom had the resources to invest in their repurposing as DTDC. Some DTDC use rented accommodation, and some are located at some distance from the district office and from the schools they seek to serve. Few have sufficient offices for the staff needed to operationalise even the limited role they currently play, and many do not have adequate venues for the training they wish to provide.

Resources are a major challenge. Very few DTDC have budget allocations, and there is a severe shortage of funds to run the centres. Several DTDC report non-payment of utilities. **Maintenance** is major challenge, with no maintenance plans and reports of deterioration of existing facilities – even to the extent of shortage of and non-functioning of toilets. **Security** is frequently reported as a problem with the consequent **theft** of IT resources contributing to non-functionality. Few DTDC have any form of a library or resource centre.

ICT is generally a challenge – especially of connectivity. Not all provinces have an effective working relationship with VODACOM. Not all DTDC have the computers and needed, and educators have to use personal budgets for data. Reference is made in the report on KwaZulu-Natal to a partnership arrangement with UNISA. This is understood to be one in which UNISA uses DTDCs as local online tutoring centres in exchange for providing connectivity. This may warrant further investigation for purposes of assessing replication.

A repeated theme in the report is concern about **line function confusion** both in terms of the primacy of reporting lines to:

- The district as opposed to the PTDI.
- The teacher development as opposed to the curriculum development.

5.4. PTI/ DTDC Matters Requiring Resolution at a Senior Level

There are several issues which require policy direction (or not, as the case may be) within the DBE in order to resolve ambiguities.

Several key questions arising from this report are discussed below:

- What are the most effective planning mechanisms for teacher professional development activities?
- Are reports available across provinces of their use of the 'skills levy'?
- Do PTI and DCTC report to 'Teacher Development', or 'Curriculum'?
- Do DTDC report primarily to Districts or to PTDI?
- What should be the relationship between the provincial and district curriculum delivery units and the PTIs and DTDCs? and where should subject advisers be located?
- Is there a need for a common approach to institutional mechanisms across provinces – or even across districts?

- Are the PTI and DCTC fulfilling their envisaged role in supporting Professional Learning Communities?
- Are the PTI and DTDC on their way to being 'fit for purpose' as a vehicle to achieve the vision of the ISPFTD?

5.4.1. What are the most effective planning mechanisms for teacher professional development activities?

A separate DBE report on training across provinces is available which details the training offered, but it must be noted the 2022/3 Annual Sector Report on PTDE notes that in some districts, there is inadequate evidence of training. It is noteworthy and commendable that research is conducted on training needs in Limpopo. The report makes the interesting observation, 'Generally, very few CPTD programmes are catered by the centres because of lack of leadership in the centres. Most programmes are aligned to the curriculum needs of districts'. (p. 28).

This requires reflection within the DBE and within the provinces. Some of the questions which could be considered include:

- How can a systematic and evidence-based analysis of teacher needs be developed from districts close interaction with teachers and schools?
- How can interventions be planned to address identified needs which are SACE-endorsed so that teachers are supported in accumulating the required professional development points?
- Are there adequate mechanism in place to facilitate this across districts in the professional development plans developed at provincial level?
- Can these plans be developed timeously to benefit from ETDPSETA funding?
- How can and should plans developed within these district and provincial processes be reported to the DBE?
- What are the forms of professional development activities that can be used to bring content to teachers most (cost-)effectively and how can they be combined for maximum impact? An evidence-informed strategy to inform future CPTD planning might include consideration of a combination of limited face-to-face support, quality online self-study and support to PLCs, and involvement of SMTs as instructional leaders.
- How could improved integration between the SACE information management system, and the NICPD online platform better support decision making and resourcing for CPTD?
- Could consideration be given to funding other types of CPD (e.g. development of online courses or resources (such as data / devices); support (resources) for PLCs; or temporary coaches or mentors from outside the system?
- Could the use of online learning resources in professional development could not only save time (of trainers), costs (of trainers and trainees) but also assist monitoring and evaluation?

The DBE's District policy indicates that a primary role of the district office is, 'collecting and analysing school, circuit and district data to inform planning' (2016, p.12). Performance data obtained from the SA-SAMS based data-driven dashboard, observations from school visits, analyses of teacher development needs from school improvement plans, simple surveys of teachers' self-reported indications of their needs and as much consultation with teachers as possible about their needs –

including with teacher-led PLC. Section xx will explore how curriculum specialists might take this forward.

The time frame for this planning process requires that needs are identified, appropriate material developed or accessed, ensuring that this material is SACE accredited, and that all of the steps needed to access the ETDP SETA ETDPSETA budget accessed are followed. The time-horizon for this planning timeframes requires a multi-year view. It also requires effective planning in relation to available resources, and timeous information to schools. Nkambule's research¹⁶ on professional development support primary schools in a district found that poor planning by district officials lead to the disruption of the school schedule and valuable instructional time being lost when educators attend offsite workshops. Teachers in that study expressed a desire for subject advisors to conduct curriculum support workshops during the school holidays instead of taking educator participants offsite during the school day to avoid leaving classes unattended.

The establishment of Provincial Teacher Education and Development Committees (PTEDCs) should be an important part of the Teacher Development system in South Africa. PTEDCs are comprised of high-level national education department representatives, provincial education department representatives, and representatives of universities that operate in the provinces. These committees are intended to advise on:

- Setting of evidence based provincial targets for the production of new teachers and the development of existing teachers through qualification programmes.
- Medium term provincial plans to reach targets.
- Consideration of the province's plans in enrolment planning, infrastructure planning and funding processes of universities operating in the
- Provinces.
- The allocation of financial resources within provincial budgets to achieve these targets.

Further work will need to be undertaken to assess the efficacy of each of these purposes and their impacts on planning in the DBE and DHET.

5.4.2. Are reports available across provinces of their use of the skills levy?

Significant resources should be available to provinces to provide for the ongoing professional development opportunities for teachers through the skills levy system. The table xx on page xx in the section on the ETDPSETA indicates that in 2020/2021, only 67% of the entire skills allocation for that financial year R2,079,213,380 was spent.

Table xx below sets out the calculation of MTEF compensation for employees for 2020/2021, and from that the calculation of the 1% levy per Province. The entire skills allocation for that financial year was R2,079,213,380. The total proportion of this budget spent was 67%. Only three provinces met their training targets (Free State, Gauteng, and Western Cape). The other 6 provinces show significant

¹⁶ Nkambule, G and Amsterdam, C: South African Journal of Education, Volume 38, Number 1, February 2018 pp 1

underspend with four spending less than 50% (Eastern Cape, KwaZulu-Natal, Limpopo, and the Northern Cape (which reflects an expenditure of only 14% expenditure).

Province	MTEF for Compensation of employees 2020/2021	Allocation of 1% of personnel budget for skills development	Division of 1% Skills Development Budget		2020-2021 Expenditure of Training Budget (EPRE)	Proportion of budget spent on training programmes
			PROVINCES	SETAS		
			70% of 1% Skills Training	30% of 1% to SETAS		
Eastern Cape	R 30 794 638 000	R 307 946 380	R 215 562 466	R 92 383 914	R66 052 000	31%
Free State	R 11 955 769 000	R 119 557 690	R 83 690 383	R 35 867 307	R113 467 000	133%
Gauteng	R 38 200 163 000	R 382 001 630	R 267 401 141	R 114 600 489	R376 870 000	141%
KwaZulu-Natal	R 46 193 789 000	R 461 937 890	R 323 356 523	R 138 581 367	R80 652 000	25%
Limpopo	R 26 322 350 000	R 263 223 500	R 184 256 450	R 78 967 050	R84 123 000	45%
Mpumalanga	R 17 700 657 000	R 177 006 570	R 123 904 599	R 53 101 971	R66 923 000	54%
North West	R 13 711 756 000	R 137 117 560	R 95 982 292	R 41 135 268	R54 113 000	56%
Northern Cape	R 5 458 374 000	R 54 583 740	R 38 208 618	R 16 375 122	R5 271 000	14%
Western Cape	R 17 583 842 000	R 175 838 420	R 123 086 894	R 52 751 526	R131 717 000	107%
TOTAL	R 207 921 338 000	R 2 079 213 380	R 1 455 449 366	R 623 764 014	R979 188 000	67%

The NPC will seek clarity regarding funding flows from National Treasury, and in particular, the extent to which 'skills' funds are diverted to other purposes.

Further enquiry is required to analyse the accuracy of this data, and to understand the reasons for underspend given the challenges of resources in the functioning of the PTI and DTDC. This may relate to the planning and implementation weaknesses identified in the ETDP SETA Workplace Skills Plan (WSP) of 2020-2021 (see p. xx), which in themselves may be related to the planning challenges identified above. These funds should be earmarked for skills development (including teacher development), and it could be considered *ultra vires* for them to be used for other purposes.

5.4.3. Do PTI and DCTC report to 'Teacher Development'? or to 'Curriculum'?

This is somewhat of a red herring. While the DBE has a branch, 'Teachers, Human Resources, and Institutional Development, which is separate from the branch, 'Curriculum Policy, Support and Monitoring', the practice in provinces is to *not* separate these two functions, but to have them in the same branch and with teacher professional development fully integrated into the work of curriculum management and delivery with no mention of 'teacher development' as a separate function¹⁷.

¹⁷ Not all department organograms were available. The date of the organograms used for this analysis are indicated in brackets: Western Cape (2021), Eastern Cape (2019), Limpopo (2016), Gauteng (2018), Free State (2024), KwaZulu-Natal (2018) and Mpumalanga (2004, http://www.mpumalanga.gov.za/education/doe_structure/MDE%20APPROVED%20HO%20STRUCTURE.pdf) accessed on 29 March 2023.

This is the case in Gauteng, the Western Cape, and the Free State. In the Western Cape a directorate for the *Cape Teaching and Learning Institute* is located within the curriculum branch. In the Eastern Cape, a directorate for 'Teacher Development and Learning Institutions' is also located in the curriculum branch.

Kwa-Zulu-Natal is unusual in that while the directorate for 'teacher development' is located in the branch 'Curriculum Management and Delivery, within this branch it is located under a chief directorate for 'Curriculum Development Programmes' which is a separate chief directorate from the chief directorate 'Curriculum, schools, and LTSM'. In the 2004 Mpumalanga organogram the Directorate: Teacher Development and Governance is in the branch 'Systems and Planning'.

One of the key planning issues related to the location of PTDI/ DTDC, is the location of the budget (is this primarily in the budget of the curriculum branch?) and how are PTDI/ DTDC plans factored into budget planning?

The DBE and PED might wish to consider if this is a policy matter that requires uniformity and therefore should be in national guidelines, or if it should be left to the discretion of provinces.

5.4.4. Do DTDC Report Primarily to Districts or to PTDI?

The ambiguity regarding the 'reporting line' and coordination between the provincial departmental functions of 'Teacher Development' and 'Curriculum Delivery and Management' is a key theme of concern in the report. The report identifies a problem that DTDC do not have 'a working relationships with the Chief Directorate for District Coordination', and identifies many DTDC where the 'centres report to the district' rather than the PTDI. This is identified as a substantive problem related to line function ambiguity and the report asserts that the line function must be Teacher Development at provincial level.

This is a matter that may be best resolved at the discretion of provinces as both alternatives are in operation across different provinces, presumably as a consequence of provincial realities.

Coordination is necessary across both functions, and effective coordination could be resolved by an exploration of this question. The expectation of Teacher Development in the DBE, as explicit in the report, is that the reporting line must be to the PTI.

Discussion of this issue could be informed by the extent to which the needs of districts are researched and rigorously planned at district level – including planning for the necessary resources, and realistic incorporation into districts annual calendars of events; and how these provincial needs inform provincial planning – and the management of timeframes to inform planning.

The DBE's District policy indicates that a primary role of the district office is, 'collecting and analysing school, circuit and district data to inform planning' (2016, p.12). Performance data obtained from the SA-SAMS based data-driven dashboard, observations from school visits, analyses of teacher development needs from school improvement plans, and simple surveys of teachers' self-reported indications of their needs would usefully inform planning for teacher development in the district. Section xx will explore how curriculum specialists might take this forward.

It is difficult to see how provincial plans for teacher development can be responsive to needs identified by teachers if the evidence- base for the interventions is not built from schools to districts, to the province.

5.4.5. What should be the relationship between the provincial and district curriculum delivery units and the PTIs and DTDCs? and where should subject advisers be located?

This question is critical. It is indicative of a much greater set of questions that need to be addressed in relation to how the system can better optimise the resources in, and impact of curriculum specialists. As discussed in Background Paper 4, the curriculum specialists in districts are significantly under-resourced relative to the expectations of school and calls visits. The DBE and PED might consider interrogating the assumptions about their capacity and resourcing across the different policy documents (the collective agreement, the district policy, and the framework for PTDI. This would include getting up-to-date data on curriculum specialist-school ratios by district, phase, and subject – and the extent to which specialist support is offered in all languages taught (especially in the foundation phase where early reading acquisition requires language specific understanding. It would also include understanding the operationalisation of the line functioning of the units within districts, understanding how time is used, and clarifying reporting lines between these units and the provincial curriculum directorate. **This must be an immediate priority.**

The role of curriculum specialists in the DBE's District policy is the simplest starting point. It indicates that

The role of a Subject Adviser is a specialist office-based educator in a district office or circuit office whose function is to facilitate curriculum implementation and improve the environment and process of learning and teaching by visiting schools, consulting with, and advising school principals and teachers on curriculum matters. (2016, p. 12)

This is at odds with the draft regulations (*Minimum Norms and Standards For Provincial Teacher Development Institutes and District Teacher Development Centres In South Africa*) which indicate unequivocally that all 'subject advisers' should operate from District Teachers Development Centres and not from district offices. The report indicates that this stipulation is not being complied with. There are no districts which have located the team of curriculum support specialists in the DTDC as a unit and there are few if any DTDC which have the infrastructure to accommodate this team as a unit.

The DBE District policy (2016 p.22) outlines the District Curriculum Support Team Core functions as:

- a) "Informing schools about national and provincial policies and assisting schools to implement them appropriately.
- b) "Managing curriculum support including consultation with and advice to teachers, facilitating inclusive education and reporting on school visits.
- c) "Promoting and organising provision of professional development of educators in co-operation with the South African Council for Educators (SACE); and
- d) Providing correct and timely Learner and Teacher Support Material (LTSM).

An argument could be made that locating all district curriculum specialists in one location with working relationships with the district teacher development specialists, and with appropriate infrastructure, would facilitate better operationalisation of the line function and better coordination of the implementation of programmes within their area of responsibility.

5.4.6. Re-thinking the Role of Curriculum Specialists

This will be a daunting task and will require strong and deliberate planning and management at various levels.

A potentially game-changing benefit would be for Curriculum Specialists to *'keep in touch with practice'* by learning from classroom visits in order to understand challenges faced by teachers and inform their work of planning and delivering systemic initiatives of targeted support as outlined in their KPA. The reports of SES would enable the DCES to provide leadership to the SES, across their subject and phase, to:

- Use the information gathered in the interaction with teachers to identify areas where professional development can be supported in the curriculum support work in the district, and then to design, plan and facilitate workshops and training sessions to support teachers.
- Use assessment information to draw up intervention strategies to provide professional guidance to educators/ learners.
- Identify schools which should be prioritised for supportive visits.

If this could be implemented, it might have the consequence of relieving curriculum specialists of the expectation that all teachers must be visited and supported in the classrooms – a goal which is clearly unrealisable given the high ratios of support outlined in the section on curriculum specialists and the fiscal constraints expected in the medium-term.

If planning for locating the district curriculum specialist team in DTDC, with the appropriate infrastructure and resources, could be undertaken and implemented during the medium term (in the MTDP period) it could achieve the strategic goals of the ISPFTD and in addition assist in resolving the unrealistic expectations placed on subject advisors by enabling them to focus on their core KPA of supporting teachers with the challenges they face by providing both content knowledge and pedagogical knowledge and to do this in a way that both informs and is integrated with the provincial and district plans for continuing professional teacher development. It would also provide opportunities for curriculum specialists, as a professional community, to deepen their subject and pedagogical knowledge in their respective subject areas so that this is translated into the service offered to teachers is focused, developmental, and planned, and has the aim of supporting the systematic development of teacher knowledge.

School visits, supplemented by assessment information in SAS-SAMS and in the districts Data-Driven Dashboard, would continue to be a valuable source of the diagnosis of teacher needs by subject and phase teams so that these teams can identify areas where the professional judgment of teachers can be deepened and then to design, plan, and facilitate workshops and training sessions to support teachers. From these processes, curriculum specialists could also collaborate in identifying schools

which could be visited both to identify good practice for dissemination and to provide targeted support.

All of the KPA for subject advisors can be met in the model envisaged in this operationalisation of the ISPFTD.

Work will need to be done in the MTF period (2024/5 to 2029/30) to adequately resource and align the PTDI and DTDC to this vision, and to resolve the functioning of the curriculum emphasis in the PTDI and the DTDC with the curriculum 'curriculum management and delivery' in the department at provincial and district levels.

5.4.7. Are the PTI and DCTC fulfilling their envisaged role in supporting Professional Learning Communities?

Of particular concern is the low level of reporting on PLC activities in the sector reports on CPTD and on PEI and DTDC. The DBE's 2015 Guideline on Professional Learning Communities indicates that DTDCs are required to Provide annual progress reports of implementation of PLCs to the provincial level. (2015, p. 9)

The Professional Learning Communities Guideline indicates (p. 9) that DTDCs have a leading role to play in supporting PLC by:

- Supporting PLCs with resources and expertise on facilitation skills, video analysis, development of teaching resources, the use of ICT etc.
- Highlighting issues for discussion at provincial and national level.
- Function as a hub for exchanging PLC practices within the district.
- Creating opportunities for follow up via PLCs in other professional development activities, such as workshops. DTDCs Provide annual progress reports of implementation of PLCs to the provincial level.
- Developing synergies between PLCs and district subject committees.

The DTDC are clearly not capacitated to fulfil these functions. This is another example of how non-functioning components of a complex Inter-related system undermines the effectiveness of other components. If PLC are not operation, DTDC cannot fulfil this role. At the same time, if the DTDCs do not have capacity to support PLC, the PLCs are not likely to function optimally.

5.4.8. Are the PTI and DTDC on their way to being 'fit for purpose' as a vehicle to achieve the vision of the ISPFTD?

There are no PTDI (or DTDC) which are able to provide the envisaged components of the CPTD in the ISPFTD. Whilst the Cape Teaching and Learning Institute (CTLI) in the Western Cape together with the Matthew Goniwe School of Leadership and Governance (MGSLG) in Gauteng are probably the nearest to what is envisaged in the ISPFTED, no PTDI have 'a variety of modes of study and support available to the teacher at localised sites like PTDIs and DTDCs to engage effectively with the course content, including independent, materials-based or online study, participation in formal or informal programmes and learning with colleagues and peers in PLCs' which is teacher-driven as envisaged in the ISPFTD. There is neither the capacity nor the necessary resource base to 'direct the teacher to

specific pedagogically sound, content-rich SACE-endorsed CPD courses/ activities’, and for this to be a key route to be ‘awarded SACE professional development points’. And there is no on-line ‘diagnostic self-assessment system’ in place for teacher system which would enable teachers to identify their areas of need and to receive ‘immediate, confidential feedback to the teacher on curriculum areas that need to be developed’. And if these key elements of the system were in place, there is no mechanism for ‘teacher [to be] able to apply for funding to register for the identified course(s)’. These absent functions are the heart of the ISPFTD¹⁸.

Instead, the current PTDI and DTDC appears to be simply venues of various state of suitability, seeking to fulfilling some provincial or district identified teacher needs – and largely without an adequate resource base.

It is possible that the difficulties of SACE CPD system discussed in the next section may be linked to its design dependence on the functioning of above elements of a system which are, as yet, in place.

6. THE SOUTH AFRICAN COUNCIL FOR EDUCATORS AND THE CPTD SYSTEM

The South African Council for Educators (SACE) is a body established by law to uphold the education profession with key mandates of registering all professional educators, promoting their professional development developing professional standards for teachers, and managing and implementing the Continuing Professional Teacher Development (CPTD) Management System.

The South African Council For Educators Act (No. 31 OF 2000, as amended by BELA 2011, and BELA 2024) stipulates that the powers and duties of the SACE Council include the responsibility to ‘manage a system for the promotion of the continuing professional development of all educators’ (Section 5(b)(iv)).

6.1. The Requirement to Participate in CPTD Activities

The CPTD system was launched jointly by SACE and the DBE in 2014. The vision of the CPTD Management System is “to support and facilitate the process of continuing professional teacher development, give recognition to teachers who commit themselves to continuing professional development as well as revitalising the teaching profession” (DBE, Press Release, 25 March 2014). The 3-year CPTD cycle requires all Teachers, Deputies, Principals and Vice Principals to achieve at least 150 Professional Development points every three years by participating in SACE endorsed activities with a CPTD point allocation (including short online courses, reading, or writing education articles, attending seminars, or mentoring other teachers).

Educators who do not participate in the CPTD Management System contravene Section 7 of the SACE Code of Professional Ethics and could be denied their SACE registration and ultimately be unable to teach. These professional requirements are consistent with requirements of other professional bodies.

¹⁸ See diagram in DBE, 2011. Integrated Strategic Planning Framework for Teacher Education and Development in South Africa: 2011-2025. p. 8, and reproduced here on p. xx

6.2. Compliance with CPTD Requirements

The Annual Report of SACE for 2022/3 provides the following information. From 01 April 2022 31 March 2023, SACE reports for the outcome 'Improved teacher competence' and the output 'Improved participation in professional development by educators'. The indicator for this output is the 'number of educators confirmed to have earned a minimum of 50 professional development points in a year' (p.26.)

TABLE xx: SACE 2022/3 REPORT AGAINST TARGETS FOR PROFESSIONAL DEVELOPMENT ACTIVITIES

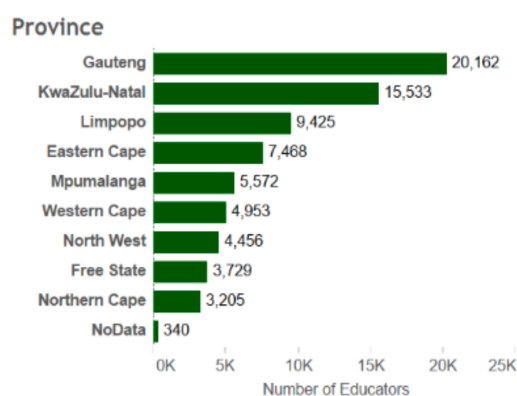
	Planned Target 2022/2023	Educators reporting 50 points and above	Actual Achievement (evidence provided)	Educators reporting any points
# educators confirmed to have earned a minimum of 50 professional development points	25 000	13 655	758	74 843
% of educators ¹⁹	5.6%	3%	0.2%	16%

The text of the report (p. 54) indicates that the Council has underperformed in relation to the number of educators who have reported (on the self-service portal) earning a minimum of 50 professional development points. The number of educators reporting participation in professional development activities was 91 413 which is 22% of all educators.

The reasons given in the report for underperformance are 'the accessibility of the system due to connectivity in most areas of the country, lack of ownership from the educators in taking charge of their professional development', and a belief that professional development 'should be employer-driven'. Figure xx below provides the number of educators reporting acquisition of professional development points to SACE in the 2019/20 and 2022/3 financial years.

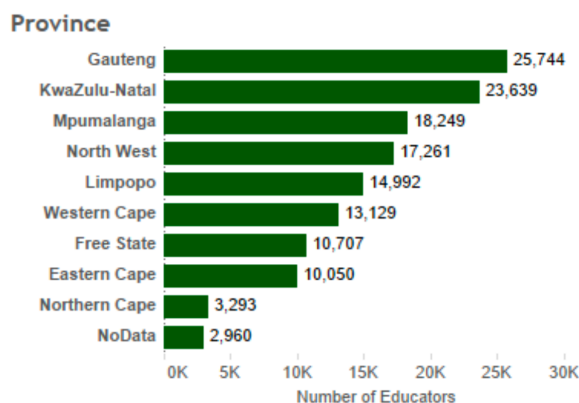
FIGURE xx NUMBER OF EDUCATORS REPORTING ACQUISITION OF POINTS²⁰

2019/20 Annual Report



TOTAL ± 69 700

2022/3 Annual Report



TOTAL ± 140 000

¹⁹ This was calculated by using the figure of 451 000 teachers in public and private (DBE School Realities 2022) of which 405 626 are in public schools.

²⁰ These figures are reproduced from the SACE Annual Reports for 2019/20 and 202/3.

There was a large increase (roughly double) of educators reporting the acquisition of professional development points in the three years between 2019/20 and 2022/3, but the 202/3 figure is only 31% of all educators (as opposed to 16%) in 2019/20. However, the total of ±140 000 does not accord with the figure of 74 843 given elsewhere in the report.

In 2022/3, of all educators:

- 31% reported acquisition of professional development points, but the report also gives the figure of 74 843 which is 16% of all educators
- 22% reported participation in professional development activities
- 3% reported achieving 50 professional development points, and only 0.2% provided evidence of this

The two regulatory metrics for assessing participation in professional development are:

- Reporting of **professional development points** by teachers as required to maintain professional registration with SACE (teachers must achieve at least 150 Professional Development points every three years by participating in SACE endorsed activities).
- **Hours spent by each teacher in professional development** as required by the Education Labour Relations Council (ELRC) (Resolution 7 of 1998 on the Workload of Educators) which commits all educators, as part of their conditions of service, to spend 80 hours per year on professional development activities.

6.3. Data on National and Provincial Patterns

Neither of these two requirements are close to being achieved nationally or in any province as can be seen in Table xx below.

TABLE xx: 2022/3 TEACHER REPORTING OF PROFESSIONAL DEVELOPMENT POINTS AND HOURS SPENT ON PROFESSIONAL DEVELOPMENT BY TEACHERS PROVINCIALY²¹

Province	SACE REPORT 202/3 Educators who report acquisition of points (public and independent schools)		# Teachers (public and independent schools)	Provincial Share Of Teachers	DBE 2022 School Monitoring Survey # Hours spent by teachers in public schools on professional development	
	# Educators	Provincial share			Primary	Secondary
EC	10 050	7.4	61 404	13.6	45.3	47.3
FS	10 707	7.8	24 343	5.4	42.1	40.0
GT	25 744	18.9	93 453	20.7	42.0	44.3
KZN	23 639	17.3	95 650	21.2	51.4	59.3
LP	14 992	11	54 592	12.1	29.6	32.1
MP	18 249	13.4	37 579	8.3	31.2	32.2
NC	3 293	2.4	10 667	2.4	46.9	53.6
NW	17 261	12.7	28 923	6.4	40.4	45.7
WC	13 129	9.6	44 382	9.6	55.7	62.4

²¹ Compiled from the SACE 2022/3 annual report and the 2023 School Monitoring Survey.

Province	SACE REPORT 202/3 Educators who report acquisition of points (public and independent schools)		# Teachers (public and independent schools)	Provincial Share Of Teachers	DBE 2022 School Monitoring Survey # Hours spent by teachers in public schools on professional development	
	# Educators	Provincial share			Primary	Secondary
SA	136 407	100	450 993	100	43.2	46.7

The provincial figures are interesting in relation to the number of teachers in each province, and the findings of the 2022 School Monitoring Survey (SMS) in respect of the average hours a year spent by teachers in primary and secondary schools on professional development by province, 2011 – 2022.

Some patterns that the DBE and provinces might wish to explore further include:

- The SMS data suggests that in no province are teachers spending 80 hours per year on professional development activities as required by the Education Labour Relations Council (ELRC) (Resolution 7 of 1998 on the Workload of Educators) commits all educators, as part of their conditions of service.
- The SMS shows that In both primary and secondary schools, teachers in Limpopo and Mpumalanga Provinces report fewer hours spent on professional development while the highest numbers are reported the Western Cape and in KwaZulu-Natal.
- The SMS shows more time spent on professional development activities in secondary schools with the Free State being an exception.
- The SACE data indicates that the proportion of teachers reporting points is generally consistent with provincial share of the number of teachers, but that this share is low in the Eastern Cape and in KwaZulu-Natal, while the Mpumalanga and North West provincial share of teachers reporting is greater than the provincial proportion of teachers nationally.
- Provinces where the SMS indicates a high proportion of teachers report hours spent in SMS, but which is not reflected in the SACE data include KwaZulu-Natal; and the Western Cape – which may indicate non-reporting of these activities to SACE by teachers in these provinces.

It is possible that the deficiencies in the data base contribute to these inconsistencies. The next section will examine this.

Very few teachers - 3% if the figures across the years do not vary significantly - are likely to be compliant with the requirement that 150 Professional Development points are accumulated every three years by participating in SACE endorsed activities with a CPTD point allocation (including short online courses, reading, or writing education articles, attending seminars, or mentoring other teachers), and only 16% of teachers report any professional development points at all to SACE. This may be an under-reporting when this is compared to the SMS sample data. This is professionally significant because, as indicated earlier, educators who do not participate in the CPTD Management System contravene Section 7 of the SACE Code of Professional Ethics and could be denied their SACE registration and ultimately be unable to teach.

6.4. Responsibility of the Employer

The Collective Agreement on the Workload of Educators has no force if this is not monitored by the employer. Nor can it be given life if the employer is not achieving an offering of meaningful and sustained professional development opportunities that speak to the needs of teachers and in which teachers have opportunities to participate. This offering must address both individual and systemic needs. The sequencing of these components is critical. While the employer has a responsibility to monitor compliance with the agreement, the prior condition is that the employer provides sufficient opportunity for this obligation to be met. The current data is sufficient to reach the conclusion that the employer and organised labour need to promote the reporting of PD points, but the PED must increase teacher access to credible professional development opportunities.

This SACE and SMS data must be used diagnostically to strengthen the functioning of the system and creating an enabling environment to achieve policy intentions (rather than in blaming teachers for not accessing the stipulated hours of training). Quite simply, the teacher professional development system must 'up its game'.

There is currently work being done through the NICPD and the establishment of an Online Teacher Development Platform that will integrate with the SACE CPTD System. Hopefully, these developments will contribute to a better functioning system. However, a fundamental flaw of these aspirations is the assumption that teachers have consistent and reliable Access to Connectivity to Support the CPTD System. This is not the case.

7. TRAINING FUNDED THROUGH THE ETDP SETA

7.1. Resources and Role

The Education Training and Development Practices (ETDP) SETA plays a crucial role in teacher support and development. The role of the ETDP SETA is to facilitate and promote skills development in the Education, Training and Development (ETD) Sector. It must do this by providing access to education and training to its beneficiaries by providing financial support through the levy grant system in line with the Skills Development Levy Act, 1999.

The resources available to the ETDP SETA are based on a 1% levy of the payroll. In public education, this is a considerable amount as personnel costs consume the lion's share of the education budgets at provincial and national levels. Table xx below sets out the MTEF budget estimates for payroll for 2021-2024, 1% of this amounts to approximately around R2,7 billion per year.

Table xx: Medium Term Payroll Estimates for Basic Education Nationally, 2021 to 2024¹

2021/22	2022/23	2023/24
R 272.3 billion	R 267.9 billion	R 279.5 billion

The skills development budget of 1% of the annual payroll is allocated as follows:

- 30% to the SETA. The ETDPSETA uses 10% of 30% for administrative purposes, and then each province signs a MoA with the SETA giving 20% back to the provinces. 70% goes back to

province for training as per WSP for systemic needs, but it appears that much of this diverted and further investigation is required. Provincial teacher development officials are reported to complain that they do not have access to the skills levy funds.

- 20% for training and development of unemployed individuals.
- 50% for the capacity building of educators and other personnel in the system.²²

How this is distributed, and currently under-utilised, is covered on page 21.

The ETDP SETA sets out priorities for the education sector in its Sector Skills Plans (SSP). The SSP for 2022-2023 identifies the following significant challenges in the system that should be addressed through a skills plan:

- **Supporting teachers in the use of ICT:** The SETA plans to develop and implement Digital Citizenship, Digital Literacy, and Digital Fluency to support educators.
- **ECD workforce skills and competencies,** specifically by increasing ECD learnerships and RPL programmes at all occupational levels to boost ECD practitioner supply for the DBE. This includes providing funding for the 1st cohort of ECD practitioners at Universities from 2022.
- **Curriculum changes** such as the introduction of Marine Sciences, Aviation, Focus Schools, the introduction of Occupational subjects, and the Incremental Introduction to African Languages will significantly affect composition of Educators. This will increase the need to continually train educators (new and existing)
- **RPL:** Improved implementation of RPL programmes will assist the career progression of practitioners in the sector.
- **Focus on Hard to Fill Vacancies (HTFV):** Vacancies in the FET Phase of School Teachers (Grades 10-12), particularly those specialising in mathematics and Physical Sciences, and languages are hard to fill. Subject specialisations are key when the SETA is implementing interventions to address HTFVs, this is applicable to all the subsectors.

The SSP does not provide information about how it conducts its sector skills analysis. It appears to be based on analysis from province level. This means that the robustness and credibility of the information depends heavily on provincial capacity in conducting their skills gap analyses. The SETA is aware that there are challenges when it comes to translating the SSP into workplace skills plans in provinces, districts, and schools. The sector plan indicates that,

“There are successes and challenges in the implementation of skills development activities in the basic education sector. Some successes include inculcating a culture of life-long learning, enabling employee access to and participation in skills development, and better workforce skills planning and reporting.”²³

7.2. Challenges

The SSP identifies the following challenges:

²² Further clarity from the SETA will be useful in respect of how the 30% paid to the SETA – in terms of its focused projects is used. And where the 20% for unemployed individuals is reported

²³ ETDP SETA Sector Skills Plan 2022-2023

- Under-utilization of provincial training budgets.
- Diverting part of the training budget to non-training activities.
- Poor training needs analysis.
- An absence of a consistent approach to training and development; and
- A lack of quality training providers.

A clear guide for the DBE and for provinces has been developed that sets out the process of development of WSPs as well as roles and responsibilities. It requires organisation and capacity that may not exist in all provinces and education districts. The challenges cited above certainly suggest this.

The ETDP SETA's Annual Training Report for 2021-2022²⁴ sets out the following general challenges that hamper implementation of the WSPs in provinces (clusters created for this document):

The lack of planning for teacher development is being addressed by DBE. It is now possible to obtain annual teacher development plans from most provinces. An issue may be how these teacher development plans are included in the provincial WSPs. The function of developing WSPs is not necessarily a teacher development function. I think HR and WSP and TD

This maybe because of the way that PEDs are organised and where the responsibility for WSP lies.

- Planning
 - Weak Planning and Reporting
 - Lack of proper training needs analysis
 - Non-alignment between training needs and the WSPs
 - Lack of prioritization of training needs
 - Emerging Skills Needs
 - Late or non-submission of WSPs
- Strategy
 - Poor monitoring and evaluation
 - Ad hoc and fragmented approach to skills development
 - Lack of understanding of the impact of changes on teaching, learning, assessment, and pedagogy
 - Insufficient understanding of future skills needs of educators and office personnel.
 - The processes to develop and report on a WSP are not implemented.
- Capacity to execute
 - Training and Development (sufficient supply of quality training)
 - Lack of quality training providers and customised training
 - Physical resources and equipment need.
 - Slow implementation
 - Need for technology training among employees.

A strong training and development strategy and plan to support the professional development needed to improve reading and mathematics will have to address most, if not all of, these challenges.

²⁴ Annual Training Report for 2021-2022

7.3. Summary of Training priorities of school-based educators for 2022-23

The Annual Training Report for 2021/2 indicates that the number of employees in the sector is 450,731, and that the planned beneficiaries are

- School based beneficiaries – 197 241. This is a target of 44% of all school-based personnel.
- Office based beneficiaries 6,443
- 3637 bursaries
- 1608 internships

The table below provides a high-level sense of target beneficiaries in schools in 2022/2023 but not precisely what they were trained on or by which institutions, nor the amounts allocated. It would be useful to know the per capita spend.

Provinces	Summary of Training Priorities	# Employees
Eastern Cape	<ul style="list-style-type: none"> • Inclusive Education, Foundation phase, Principals and Deputies 	3400
Free State	<ul style="list-style-type: none"> • Lead Teachers 	64176
	<ul style="list-style-type: none"> • Multi-grade Schools 	
	<ul style="list-style-type: none"> • Inclusive education 	
Gauteng	<ul style="list-style-type: none"> • Teachers – Post Level 1 (Grade 1 -2) 	76026
KwaZulu-Natal	<ul style="list-style-type: none"> • Foundation Phase (Grade R) 	100
Limpopo	<ul style="list-style-type: none"> • Inclusive Education 	29200
Mpumalanga	<ul style="list-style-type: none"> • Teachers – Post Level 1 (Grade 1 -2) 	750
Northern Cape	<ul style="list-style-type: none"> • No priorities provided 	
North West	<ul style="list-style-type: none"> • Foundation Phase (Grade R), Inclusive Education, Teachers – Post Level 1 (Grade 1 -2), School Principals / Deputy Principals, Lead Teachers, Departmental Heads 	6500
Western Cape	<ul style="list-style-type: none"> • Teachers – Post Level 1 (Grade 1 -2) 	17089
Total		197 241

7.4. Summary of Training priorities of office-based educators for 2022-23

The table below provides a high-level sense of target beneficiaries in office-based positions in 2022/2023 but not precisely what they were trained on, or by which institutions, or the numbers targeted by programme – other than that the office-based beneficiaries were to be 6 443.

Province	Summary of Training Priorities
Eastern Cape	<ul style="list-style-type: none"> • Advanced Management and Development Programme • Data Management • Excel training
Free State	<ul style="list-style-type: none"> • Curriculum Differentiation • Grade 11 Content training: Fixed assets, financial assets of Partnership, and cost accounting. • Primary School Reading Improvement Programme (PSRIP) • Oral assessment with rubrics. • Setting SBA Tasks and Tests. • Administration workshop. • School Quality Learning and Teaching Campaign (SQLTC) • Safety and The Learning Organisation (TLO) Coordinators' Training.

Province	Summary of Training Priorities
	<ul style="list-style-type: none"> • Intersectional Policy and Expectations. • Information, Communication and Technology (ICT). • Sports, Youth Development, Recreation, Arts and Culture (SYRAC). • Quality Management System (QMS) • Teaching Mathematics Skill
Gauteng	Management training programmes
KwaZulu-Natal	No information provided
Limpopo	No information provided
Mpumalanga	Administration
North West	<ul style="list-style-type: none"> • Policy Implementation, • Change management • Diversity management • Assessor & Moderator programmes • Advanced Excel • Conflict management • Error Analysis • Facilitation skills • Mentoring & coaching • ICT • Emotional Intelligence
Northern Cape	No information provided
Western Cape	Management and Leadership Development

Findings and Recommendations of the Annual Training Report 2021-2022 that informed the 2022-2023 SSP include:

- PEDs have planned for various interventions to address the diverse skills developmental needs of educators and public service staff. An amount of R 1 145 808 074 has been appropriated collectively by PEDs as their skills budget for 2022-23. The total planned beneficiaries (including PIVOTAL) is recorded as 361 324 out of 450 731 employees in the sector. The planned beneficiaries for school and office-based educators are 197 241 and 6 443 respectively. There are at least 8 000 Hard To Fill vacancies in the sector.
- PEDs appropriated amount of R 92 947 460 as bursaries to be offered for skills that improve functionality at both school and office level.
- 54% of the total skills budget was utilised for training interventions collectively across all PEDs. Although PEDs have addressed many of their priorities and major skills needs, implementation of training and skills needs identified remains fragmented.
- Discrepancies were noted on data captured in the WSPRs of PEDs. Significant gaps remain in the data captured in the WSP. Some PEDs were unable to report in certain sections of the report.
- In view of the above, it is recommended that PEDs enhance their consultative processes to deal with prioritization of training programmes and interventions against the budgets for the different occupational categories. Stakeholders must be thoroughly consulted through District and Provincial Skills Development Committee meetings prior to the finalisation of the Workplace Skills Plan.
- Strengthen existing mechanisms for skills planning, implementation, monitoring, and reporting. The role of skills development facilitators at both head office and district level is critical in this regard.

- A review and updating of the digital tools used for capturing data on skills training must be undertaken to strengthen the credibility of reporting.

7.5. Monitoring and Evaluation

The SSP refers to the importance of monitoring and evaluation stating that it is: “critical for SETAs to strengthen their planning, monitoring and evaluation systems to assess the impacts in the education and training space to support better decision-making and performance”.²⁵

The SETA Accounting Authority approved a Performance Information Management Monitoring Evaluation and Reporting (PIMMER) Policy in 2020 based on National Treasury’s Policy Framework for Government-wide Monitoring and Evaluation System and The National Evaluation Policy Framework. This requires clear 5 year and 1 year performance planning with targets. The framework requires that development of theories of change with log frames, and M&E plans for impact tracking. The SETA tracks indicators quarterly. Evaluations are referred to, but it is not clear how many are done. This requires further investigation.

8. PROFESSIONAL LEARNING COMMUNITIES

8.1. Rationale and Potential

This section on Professional Learning Communities (PLC) has been placed here, rather than in the ISPFTD section because it is integral to the next two sections:

- Realisation of the Potential Role of Professional Associations and of Teacher Unions
- School-Based Professional Development for Teachers

The benefits of PLC, the role of professional associations, and school-based professional development are achievable in the short term

PLC are an essential element of the ISPFTD. The ISPFTD defines PLCs as ‘communities that provide the setting and necessary support for groups of classroom teachers, school managers and subject advisors to participate collectively in determining their own developmental trajectories, and to set up activities that will drive their development’. (ISPFTED, p.14).

In order for the PLC to not only make participation worthwhile for teachers, but also to achieve the professional satisfaction of improved teaching practice with impacts on learning, it would be useful to direct energies that are informed by research that has identified key features of effective PLC.

Gore et al (2021)²⁶ have identified key mechanisms for teacher collaboration in Quality Teaching Rounds (QTR) which can be applied to PLC. Gore (2021, p.2) defines QTR as ‘a pedagogy-focused

²⁵ ETDP SETA Sector Skills Plan 2022-2023, page 86

²⁶ Gore J, Miller A, Fray L, Harris J, Prieto E. *Improving student achievement through professional development: Results from a randomised controlled trial of Quality Teaching Rounds*. Teaching and Teacher Education 101 (2021) 103297 <https://www.sciencedirect.com/science/article/pii/S0742051X21000214?via%3Dihub>

approach to PD that utilises a form of teaching rounds undertaken by groups of teachers in professional learning communities. This involves teachers:

- Observing, analysing, and discussing each other's lessons and PLC members discussing the lesson and focussing on the relationship between classroom practice and student learning.
- Identifying readings that can be discussed before the lesson observed to support the group to develop a shared theoretical / knowledge basis and to provide a shared language for a rigorous professional conversation in the PLC before the lesson, and which can be referred to in the post-lesson discussion.
- Taking turns with all participating as equals and with all participants contributing and being heard in the analysis of the observed lesson
- Managing the process themselves with no external facilitation or oversight and with confidentiality being integral to the process
- Collaborating collegially and professionally across grade and subject boundaries

Gore argues that teachers' engagement in collaborative PLCs that undertake observations of each other's teaching is not sufficient on its own to ensure growth in student achievement, and that the rigour provided in the above framework will add value to the exercise.

Gore's work has been included as an illustration of the need for rigour, and planned and purposeful activity in a PLC so that the investment of time by teachers is worthwhile. Approaches such as this can assist school-based PLC to have the evidence base to accumulate professional development points.

Work done by VVOB²⁷ looks at the evidence base for its analysis of the support that helps PLCs to be effective. This report presents a systematic review of 70 empirical articles relevant to professional learning communities (PLCs) in the Global South. It discusses definitions and outlines the evidence base concerning initiation, impact, and conditions for PLCs. The evidence highlights the positive impacts of PLCs on supporting teachers' collaborative learning, development of teaching efficacy, innovative changes, and trusting relationships in schools. The review also found a range of evidence on the conditions for development, implementation, and sustainability of PLCs. These conditions include strong leadership support, readiness of infrastructure, focus on learning and teaching, and quality of trusting relationships.

PLC can be a powerful mechanism to drive the accumulation of professional development points. The DBE's 2015 guideline for Professional Learning Communities indicates that:

“Participating in PLCs is recognized as a teacher-initiated or Type 1 Professional Development Activity within the SACE CPTD system. Teachers must attend at least 8 relevant educational meetings and/or breakfast sessions per annum to claim 10 Professional Development points for the year, including discussing educational topics with colleagues. Teachers need to report on PLC meetings and how they contributed to professional development in their Professional Development Portfolio”.

²⁷ <https://www.vvob.org/en/downloads/review-empirical-research-plcs-global-south-evidence-and-recommendations>

This allocation has been adapted in the new point schedule for participation in PLCs:

- 20 PD points for every two months of participation in a PLC
- 12 PD points for being an active member (Leader; Secretary; Presenter) in a PLC outside the school environment through a virtual link/online platform for 3 – 8 hours per annum

“A variety of activities that can be done within PLCs are classified as Type 1 Professional Development Activities. These include mentoring and coaching less experienced teachers, reading educational materials, researching and developing materials for teaching and learning ... and initiating and/or leading school projects... School-initiated or Type 2 Professional Development Activities [which] can be part of the activities of a PLC include discussing educational topics with colleagues and taking part in interventions responding to [systemic evaluation results... and activities that involve the contribution of external experts in PLCs could be classified as a Type 3 Professional Development Activity” (ibid, p. 10)

The mechanism for this professional point accumulation is for

“teachers ... to record their professional development in a Professional Development Portfolio (PDP). These PDPs can contain information on engagement in PLCs (number of meetings, dates, agenda, attendance registers ...) as well as the outputs and outcomes of the PLCs. These can include lesson plans, notes of lesson observations, reflections etc.” (ibid, p. 15)

The low levels of reporting to SACE on professional development point accumulation suggest that either teachers participating in PLC are not reporting these activities, or that participation in PLC is low. Both possibilities could be amenable to rapid intervention.

One of the recommendations of the VVOB review of the empirical research was that future research should explore how forms / models of professional development, including PLCs, could be developed to effectively complement each other in developing teachers and school leaders. This is essential in the South African context given the general weaknesses of the teacher support system²⁸.

9. REALISATION OF THE POTENTIAL ROLE OF PROFESSIONAL ASSOCIATIONS AND OF TEACHER UNIONS

The NDP advocated for the support of professional associations to offer professional development opportunities, share good practice, and inform teachers in specific subjects about innovations that will assist them in the classroom. Two key professional associations in South Africa are AMESA and LITASA both of which actively promote these roles, and there may be others. Such associations should be

²⁸ Currently, VVOB in South Africa is implementing research into (cost) effectiveness of such combinations of D in two programmes currently being piloted in KZN. In the Early Grade Reading Instruction programme for isiZulu HL, the modality implemented by district training teams (curriculum and TD officials including IT officers) combines limited face-to-face support with online self-study and support to PLCs of teachers. SMTs also engage in a blended learning course, in recognition of their crucial role as instructional leaders to support their teachers in their PD. In the Learning through Play programme for grade RR and R, two variations of a similar modality are being tested, with one including a heavier ‘dose’ of face-to-face support for teachers and practitioners. An additional layer in this modality is collaborative implementation by district teams and CSOs.

seen as valuable partners in the promotion of CPTD activities and how their current work could be extended to be an integral part of the system.

The DBE's guideline for Professional Learning Communities (2015, pp. 13 and 15) indicates that Subject-Based Teacher Organizations could:

- Bring in expertise and collaborate with other partners to develop diagnostic self-assessment tools that will help to identify areas of improvement for individual teachers. These areas of improvement can then be worked on within the PLCs.
- Develop, select and share materials and resources that can be used in PLCs.
- Develop an on-line clearinghouse where resources developed in PLCs can be shared.
- Develop an on-line forum that can be used to facilitate follow-up discussions within PLCs and to create links between PLCs.
- strengthen PLC with ideas, content and expertise. Conferences and seminar can infuse PLCs with outcomes of recent educational research and foster exchange among PLCs.

The NDP emphasises the role of teacher unions in teacher support and suggests that unions should be assisted and supported in providing continuous professional development strategies for their members and union programmes being accredited for professional development points. While this has been pursued in the DBE-union partnership in training in, for example coding and robotics, unions could play a much larger role in the ongoing professional development of teachers.

Such professional role-players are integral to deepening the vibrancy of the profession in South Africa and active steps could be undertaken in the short term to work collaboratively to maximise their role.

10. SCHOOL-BASED PROFESSIONAL DEVELOPMENT FOR TEACHERS

Bertram (2014 p. 90²⁹) argues that 'teacher learning must be understood from a complexity theory perspective'. This perspective suggests that 'teacher learning is influenced by three systems, namely the teacher's orientation to learning and the profession, the nature of the development activity and the context in which the teacher works'. Bertram concludes that the *Integrated Strategic Planning Framework for Teacher Education and Development in South Africa 2011-2025* focusses on,

'improving teachers' content knowledge, on developing diagnostic teacher self-assessments, and on setting up provincial structures that will offer specific courses to teachers. It does not engage with the school context in which teachers work and sets out a linear system for identifying and addressing teachers' needs'.

She concludes that 'the responsibility to understand and engage with teacher learning in its complexity will lie with the professional development practitioners who will implement the plan' (p. 90), and that this will require 'an understanding that teachers' personal beliefs, experiences, pedagogic knowledge, school context and identities (and not only content knowledge) in why they practise as they do)' (p. 104).

²⁹ Bertram, C. 2014. Shifting discourses and assumptions about teacher learning in South African teacher development policy. *Southern African Review of Education*. Volume 20, Issue 1, July 2014

As shown in the work of Toyer, whatever training is provided, it cannot be disembodied from the practices within the school. School-based collaboration and professional-community mentorship is a powerful vehicle for deepening the professional practice of teachers in context – and with immediate opportunities for collaborative reflection on teacher practice and its impacts on learning.

NEEDU (2018) has produced a useful guideline for *Effective School-Based Professional Development For Teachers* within its *Schools that Work* series. The guideline is subtitled, *How Top-Performing Schools Find Time To Set-Up Professional Development By Teachers And For Teachers* and focuses on providing a structured professional learning which ‘results in changes in teacher classroom practices and improvements in learning outcomes at schools’. This is consistent with the broad role of SMTs to lead their schools as ‘learning organisations’, which implies and includes creating a conducive school environment and culture, and opportunities for internal learning.

The guidelines identify the following characteristics of effective school-based professional development:

- It allows teachers to learn in the day-to-day environment in which they work rather than getting pulled out to attend outside training
- It is collaborative—providing opportunities for teachers to interact with peers. A more collaborative approach is mutually beneficial to all teachers
- It changes teaching practices and improves student learning
- It provides on-going support for teachers to implement new teaching practices or strategies
- It provides teachers with feedback about how implementing new skills, content and knowledge impacts on learning
- It includes opportunities for individual and group reflection and coaching
- It focuses squarely on improving teachers’ content knowledge and pedagogy
- It provides adequate time and follow-up support
- It is ongoing, accessible and inclusive
- It recognises teachers as professionals and life-long learners

The guidelines argue that professional development in *Schools that Work* is ‘development by teachers for teachers’ and ‘addresses the flaws of traditional approaches, which are often criticised for being fragmented, unproductive, inefficient, unrelated to practice and lacking in intensity and follow-up’, and that school-based teacher development ‘leads to greater investment and raises the chance of follow-up implementation’.

The guidelines stress the importance of schools-based identification of teacher professional development needs.

High-performing schools place emphasis on training staff in areas of most need as identified through at least three processes including the following:

- Teachers indicate their development needs and are provided opportunities to suggest continuing professional development training. This ensures that any professional development provided to teachers is targeted, relevant and make the best use of limited time.

- When learners perform poorly, teachers in the high-performing schools take some responsibility for their learners' performance. Expressing a view held by many teachers in these schools, one teacher posits:
- Principals in these schools do not wait for districts to provide professional development opportunities for teachers, but set-up learning committees where teachers engage in regular and ongoing curriculum conversations. This is seen as an intrinsic part of making teachers more adept and productive in the classroom.

The elements of school-based professional development in schools that work include the following:

- An intentional focus on improving teachers' subject and pedagogical knowledge content base
 - Every department identifies problem areas or topics which are difficult to teach, and then internal workshops are conducted on the problematic topics.
 - An emphasis on pedagogy, i.e. how best to present the content to learners with varying abilities.
 - Before each new topic, the important concepts for the week are discussed and the best techniques to approach those concepts are brainstormed.
 - There is post-teaching reflection on what worked or did not work during lesson presentation.
- Teacher collaboration ranges from teachers working together in an informal, unplanned way to the implementation of more formal collaborative approaches, such as professional learning communities (PLCs)
 - When an educator is finding a topic challenging, another teacher who is good in that particular topic helps out.
 - Teachers who are confident in teaching a topic present it to a class while colleagues observe.
 - Post-external training school-based collaboration in translating new knowledge into daily classroom practices.
 - Curriculum conversations among teachers provide built-in time for teachers to think about, receive input on, and make changes to their classroom practices by reflecting together and soliciting feedback:
 - Collaborative planning and team-teaching with feedback and discussion on if the planned lesson had to be modified to meet all the learners' need.
- Regular and scheduled conversations or reflections about learner performance and curriculum coverage in departmental meetings. Assessment data is used to reflect on strategies and identify 'best strategies'.

This requires that school management teams to plan and schedule sufficient time for teachers to have adequate time to learn from one another, to practise or implement what they have learned, and to reflect upon new strategies that facilitate changes in their classroom practices. Teacher classroom practices can improve within the school when all teachers participate in a professional learning community that is engaged in a continuous and collegial cycle of learning, practice, reflection.

The DBE Guidelines for Professional Learning Communities (p. 9) indicate that the role of School Management Team in relation to PLC is to:

- Motivate teachers to engage in PLCs and creating the conditions wherein PLCs can thrive. However, the role of the principal is not to chair every PLC meeting.

- Guide the process to establish PLCs in the school... including informing teachers about PLCs, coordinating the formulation of expected outcomes and outputs and identifying people willing to take up leadership roles.
- Supporting PLCs by resource allocation, logistics and timetabling.

None of this can work without the School Management Team determinedly scheduling time for these activities and holding to the schedule, or rescheduling. The PLC guidelines stress this:

“Time for teachers to participate in PLCs should be scheduled into the school year. PLC meetings can take place during the immediate pre- and post-term periods in order to minimize loss of teacher time. Teaching schedules can be organized in such a way that teachers have some time during the school week to have a PLC meeting”.

Useful ideas to help SMT with the scheduling of PLCs (based on SADTU Curtis Nkondo Professional Development Institute) are available in the DBE guideline (p. 15).

The SMT can play an invaluable role in encouraging teachers to routinely maintain their Professional Development Portfolios and submit the evidence to SACE.

Such School-based professional development could be an immediate and powerful nexus to advance both PLC and the accumulation of professional development points and could be effective in the short term if advocacy is energetically taken forward by circuit managers, curriculum specialists, and the teacher unions.

11. KEY AREAS REQUIRING ATTENTION IN THE CPTD SYSTEM

11.1. Establishing Data Systems to Support the Planning and Monitoring of CPTD

The efficiency of planning and monitoring teacher professional development opportunities by the DBE and provinces could be improved by an effective national data base for professional development activities with data inter-operability with SACE, and possibly the ETDSETA. Currently the system is burdened with multiple, duplicative, reporting which in itself is a source of inefficiency and under-reporting and the detail obscures strategic purpose. Integration between SACE information management system, the NICPD online platform (when operational) would support better decision making and resourcing for CPTD.

An ideal would be a central platform through which teachers can access quality assured, trusted, CPD, directly connected to the SACE system. A future innovation could be micro-credentials for short CPD programmes that stack up to a qualification.

The DBE’s *Annual Sector Report on the Monitoring Of Provincial Teacher Development Programmes* of April 2023³⁰, is diligently compiled from provincial reports but appears to be a laborious and time-intensive process for both provinces and the DBE. If the provincial data submitted was more data-

³⁰ This report is not on the DBE website, but was made available to the NPC on request.

manipulable, further triangulation could be undertaken with other sources of information. For example, page 35 of this report has a table, *Number of Teachers Supported by the PEDs in Priority Areas* (p. 35), which laboriously shows teacher participation across provinces for each quarter in the priority areas of mathematics, science, accounting and EMS, and languages. But this data is difficult to analyse and seems inconsistent with the DBE data in the School Monitoring Survey (SMS).

‘TEACHERS SUPPORTED’ AS REPORTED IN THE DBE ANNUAL SECTOR REPORT ON THE MONITORING OF PROVINCIAL TEACHER DEVELOPMENT PROGRAMMES, April 2023

SUBJECT	MATHEMATICS	SCIENCE	ACCOUNTING & EMS	LANGUAGES	TOTAL
# Teachers Supported	39 270	18 665	3 779	59134	120 848

This is an example of potentially useful data, but which seems to be reported for compliance purposes with little strategic critical reflection on this reporting, or consideration of its accuracy – cross-referencing with other departmental data. The *2022/3 Annual Sector Report on PTDE* makes an oblique reference to this, ‘reports from PEDs were sometimes very scanty, and [were] not responding adequately to the template provided. (p.43)

Can it be presumed that these are subjects in the FET phase? If so, the total of teachers (120 848) trained in these subjects is only 4.4% of all FET teachers nationally³¹, which is low given the high levels of learner participation in mathematics and languages in the FET phase. However, this percentage would be even lower if training was provided to GET teachers in these areas and these figures are included in the table. This, sadly, seems likely as elsewhere in the report the figure of 51 595 is provided for the total numbers of teachers trained in languages across all phases (p. 36).

The *2022/3 Annual Sector Report on PTDE* indicates that ‘Support for African Languages is generally very poor despite a substantial number of learners failing these languages... only 99 teachers were supported in KZN on African languages for the year, and only 20 teachers in MP for the year. When one considers the number of African languages taught and the number of teachers involved, [this is] a sore point indeed’. p. 44

This data requires analysis in order for it to usefully inform diagnostics and strategy. If the figures are inaccurate, which is more likely to be the case, such errors could be identified through data triangulation. This does not appear to be possible in the current manually compiled format.

The report gives the impression of provincial and national officials being over-burdened with inefficient systems of reporting at the expense of strategic reflection on the system, and that the report exists simply to meet compliance requirements, rather than any strategic systemic purpose. If more effective use was made of existing data across the systems through inter-operable platforms, time and intellectual energy could be more usefully directed to these purposes. Data systems could be improved to more usefully support the planning and monitoring of CPTD.

³¹ DBE School Realities, 2022 indicates that there were 2 722 563 FET teachers in public schools in 2022.

11.2. Efficacy of Training

Achieving the goals of the ISPFTD is more than securing the effective functioning the institutions and mechanisms comprising its component parts. Teachers can complete diagnostic self-assessments, access on-line accredited training, acquire the requisite professional development points, participate annually in the agreed 80 hours of professional development, and districts and provinces can plan effectively to respond to teacher needs and deliver adequately resourced training without achieving the key purpose for which all of these activities exist: the improvement of classroom practice and learner performance. On this, all of the reports from the responsible institutions are silent.

As planning processes are undertaken to improve the CPD system, these processes should include consideration to monitor the efficacy and impact of training opportunities – including teacher evaluations of the content and the delivery of the training. Consideration should be given to only funding interventions which include a monitoring plan, and report on the results, and for provinces to make an operational principle of routinely including such monitoring in any training delivered. agreed.

The *2022/3 Annual Sector Report on PTDE* indicates that the ‘need for impact assessment of programmes is also well articulated. Apart from the post tests that are being administered at the end of workshops, there has not been systematic post workshop assessment in different classrooms to determine the impact of CPD programmes’ (p. 7).

Toyer et al (2022)³² have undertaken research on a training intervention in the Western Cape which was designed to address common deficiencies in CPD programmes in ‘fragile contexts’: many programmes ‘are generally of limited duration, variable quality, and suffer from nearly non-existent support or follow-up for teachers’ (p. 11). Toyer references the work of Villegas-Reimers (2003) who assert ‘that effective teacher and learning that translates into changed practice takes time and requires ongoing learning opportunities with high levels of support and follow-up’.

Key features of the design of the Western Cape CPD intervention in Assessment for Learning which sought to address common deficiencies in design included an explicit goal that the CPD programme should be significant and ongoing, with support during its implementation stage, and ensuring that initial exposure is not passive. The design sought to address the deficiencies above and achieve its goals by:

- Running the training over a period of two years with the training being provided in in the first six months, and follow up support extending over the remaining period.
- Providing regular on-site support for the teachers in the first year.
- Breaking the mould that restricts participation to teachers only and, in this instance, allowed school and district officials to participate to serve as additional levels of support for the primary role players- the teachers.

³² Toyer N, Sayed Y, and Osman S. (2022) *Unpacking the efficacy of a continuous professional development programme to support teachers to use assessment in no-fee schools*. Journal of Education University of KwaZulu-Natal. n.87 Durban 2022. <http://dx.doi.org/10.17159/2520-9868/i87a03>

- Requiring teachers to try out what they had learnt, assess and reflect on implementation, and solicit support from peers and officials.
- Programme trainers conducting follow-up visits at the schools.
- Making additional support available from subject advisers who had attended the workshops and from the programme presenters on request from the teachers.
- Obtaining buy-in from school management and district officials.

Much can be learned from this project and its interrogation of the extent to which the carefully designed programme resulted in changes to teacher practice. While the implementation of the programme was successful on the basis of on teacher, school management, and district official responses, there was a varied level of 'take up' on the part of teachers due to several factors:

- Because the workshops were conducted on Saturday mornings this cut into the personal time of the teachers and personal and community commitments were sometimes prioritised.
- Success of the training relied heavily on principals to drive the process. The day-to-day realities of schools shape how interventions to improve teacher professional practice are implemented.
- For the training to be effective and sustainable, it should not be implemented only at a whole school level but, rather, at district level.

The work of Toyer has been included because of its generative power in suggesting both the key elements of the design of training interventions, but also in what could be monitored to improve our contextual understanding of how to improve the practice of teachers as a first step in improving learning outcomes would be generative.

This is consistent with the intentions of the DBE (2015, p. 4)³³:

'Effective professional development is development that has a sustainable, positive impact on the quality of teaching and learning. Research has shown that professional development activities are more effective when they:

- 'build on previous knowledge and experiences.
- 'involve educators in active learning.
- 'are relevant and context related.
- 'stimulate interaction and collaboration.
- 'are teacher-driven and promote ownership in learning.
- 'promote critical and systematic reflection'.

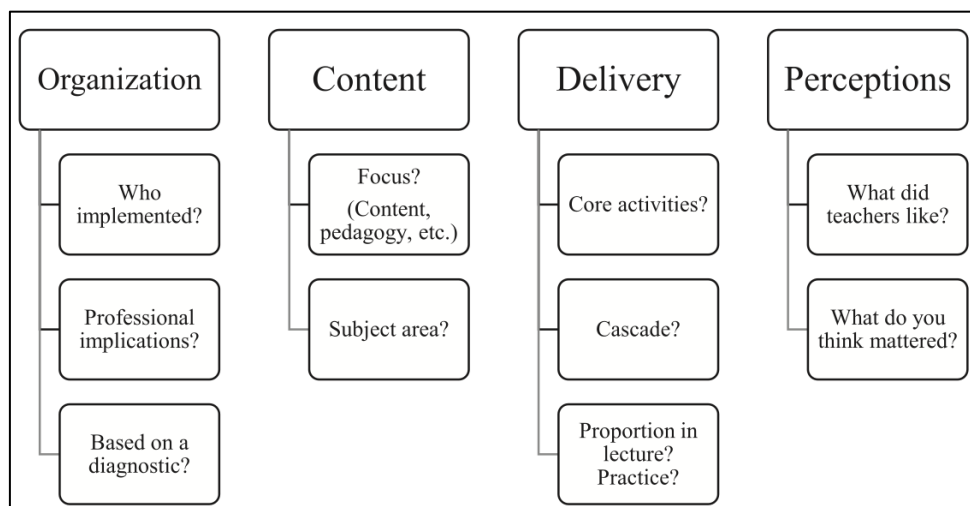
Careful planning must now make this 2015 statement a reality to be progressively achieved in the medium-term.

³³ DBE, Professional Learning Communities - A Guideline for South African schools, 2015

11.3. A Shared Monitoring Framework

A focus on efficacy and learning from interventions undertaken suggests that a shared monitoring framework for all CPTD activities be developed. A useful starting point for the DBE and provinces may be in the work of Popova et al (2022, p.113³⁴) who propose a standard set of indicators, the *In-Service Teacher Training Survey Instrument* (ITTSI) developed to encourage consistency and thoroughness in reporting. The key elements of this are shown in Figure xx below. Further details can be found in the reference.

FIGURE xx: SUMMARY OF THE IN-SERVICE TRAINING INSTRUMENT (Popova, et al, 2022)



Such a framework might assist in providing a basis of a shared analysis of delivery of professional development opportunities. Elements that might be added as part of the design menu include:

- Target group and numbers participating (intended and actual).
- If any needs analysis was undertaken prior to design and identification of the target group.
- If any consultation was undertaken with the organised teacher profession prior to the design being finalised.
- Inclusion of follow-up activities to be undertaken at school in professional learning communities.
- Extent of integration into the support practices of SMT and district officials and actions taken to encourage and support this.
- Source of funding.
- Whether the intervention was explicitly linked to encouragement to report professional development points to SACE.
- Elements of planned follow-up.

³⁴ Popova A, Evans D, Breeding M and Arancibia V. 2022. *Teacher Professional Development around the World: The Gap between Evidence and Practice*. *The World Bank Research Observer*, Volume 37, Issue 1, February 2022, Pages 107 - 136, <https://doi.org/10.1093/wbro/lkab006>

Other frameworks might be of value to the DBE include the Kirkpatrick model³⁵ which goes beyond the perception (or reaction level) and evaluates changes in learning and behaviour.

Another rich source of information of establishing what ‘works’ in terms of design and impact may be in reviewing the evaluations of training done within the system by non-state partners who have rigorous practices of monitoring and evaluation. Opportunities for sharing this learning could be periodically pursued at district, provincial, and national levels.

12. CONCLUSION

The conclusion for this section could have been taken from the DBE’s publication, *Professional Learning Communities - A guideline for South African schools*:

“Challenges facing teacher professional development in South Africa are considerable. They include limited access to quality continuous professional development (CPD) opportunities for teachers and weaknesses in the system to achieve dramatic improvement in the quality of teaching and learning in schools. Much professional development is still organized as isolated and one-time trainings, lacking a coherent strategy, monitoring, and follow-up. Research has indicated that these one-off initiatives often fail to have durable effects on teaching and learning”. (DBE, 2015, p.4)

This section has looked in detail at what is still not working as intended within the architecture of support for teachers to improve teaching and learning. The complexity of the design of the system and the inter-related inter-dependency of the component parts and their sequencing across line-function silos results in officials seeking to implement activities within the specificity of their role, but being hamstrung by the non-functionality of other components of the system over which they have no, or limited, influence compounded profoundly by inadequate resourcing.

It is recommended that in the medium-term period, the DBE and the PED undertake the necessary review and planning to accelerate the overall goals of the CPTD system. It may be that this includes the flexibility for provinces to design what suits their needs and resource base on the basis of a realistic appraisal of resources and conditions in each province. Discussion will be needed on those elements that are needed to be maintained at national level in order to assist and support the efforts of provinces. This could very well be a task of the planning exercise suggested on page xx.

Teaching and learning must be positively impacted on by these improvements, and teachers must have a sense of being supported. Achieving the goals of the CPTD system will benefit teachers across phases and subjects, but it is an essential element of improving performance in reading and mathematics.

Providing the necessary support for teachers within the medium-term (2024/5 – 2029/30) to improve teaching and learning in reading and mathematics will require that the strategies implemented are planned on the basis of a realistic appraisal of existing capacity. This includes an

³⁵ <https://www.kirkpatrickpartners.com/the-kirkpatrick-model/>

evidence-based assessment, probably best undertaken at district level and consolidated provincially, followed by careful planning.

Improving teacher professional development is a clear, immediate, and urgent priority. Given that resources are allocated, increasing the impact and efficacy of that investment makes sense both because of improving efficiencies and impact, but also because teachers are likely to welcome and be appreciative of improved support. This could be a clear win for government, its social partners, and its many delivery partners. A simple principle in successful support for teachers is to be guided by the teachers themselves both in identifying what is needed, and in understanding what works.