

A STUDY OF THE PROCESS OF PROFESSIONALISATION OF
TEACHER EDUCATORS AT COLLEGES OF EDUCATION, WITH
SPECIAL REFERENCE TO PUBLIC POLICY, ORGANISATION
AND PROFESSIONAL ASSOCIATION

BY

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GLOSSARY OF ABBREVIATIONS

AACTE	American Association of Colleges of Teacher Education. (USA).
AFT	American Federation of Teachers. (USA).
ATCDE	Association of Teachers in Colleges and Departments of Education. (Britain).
ATTI	Association of Teachers in Technical Institutions. (Britain).
AUT	Association of University Teachers. (Britain).
B Compt.	Bachelor of Accounting Science.
B Ed.	Bachelor of Education. (usually a post graduate degree).
CES	Committee on Education Structures.
CHE	Committee of Heads of Education.
CNAA	Council for National Academic Awards (Britain).
COHD	Committee of Heads of Education Departments.
CORDTEK	Council of Rectors and Deans of Teacher Education in KwaZulu-Natal.
CRTC	Council of Rectors of Training Colleges.

CTA	Certificate in the Theory of Accountancy.
CTP	Committee of Technikon Principals.
CUP	Committee of University Principals.
CUR	Committee of University Rectors.
CUTAC	Colleges, Universities and Technikons Advisory Council. (proposed hypothetical body).
FTC	Federal Council of Teachers' Associations in South Africa. (predecessor of the TFC).
GTC	General Teaching Council for Scotland.
HDE	Higher Diploma in Education. (signifying four years of study).
HSRC	Human Sciences Research Council.
LLB	Bachelor of Laws. (post graduate degree).
MBA	Master of Business Administration.
MPA	Master of Public Administration.
NAEC	National Advisory Education Council.
NATFHE	National Association of Teachers in Further and Higher Education. (Britain):
NEA	National Education Association. (USA).

NTS	Natal Teachers' Society. (predominantly White and English speaking).
NUT	National Union of Teachers. (Britain).
RECES	Research Committee on Educational Structures.
RSA	Republic of South Africa.
SACE	South African Council for Education.
SANEP	South African National Education Policy.
SATC	South African Teachers' Council. (predecessor of the TFC).
TFC	Teachers' Federal Council. (an amalgamation of the FTC and the SATC).
UCET	Universities Council for Teacher Education. (Britain).
USA	United States of America.
UTAC	Universities and Technikon Advisory Council.

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SUMMARY

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Department : PUBLIC ADMINISTRATION

Degree : MPA (Master of Public Administration)

University : UNIVERSITY OF DURBAN-WESTVILLE

The last decade has seen an increase in the institutionalised professionalisation of the White teachers in the Republic of South Africa. In 1981 the de Lange Commission called for the professionalisation of teacher educators and this was accepted by the Government in the White Paper of 1983. Subsequently teacher educators have been compelled by the National Education Policy Amendment Act (House of Assembly), 1986 (Act 103 of 1986) to register with the Teachers' Federal Council and financial pressure was brought to bear under the Act for teacher educators to associate with recognised teacher organisations. The outcome of this requirement appears to be greater control of the profession by the Government.

It is timely to investigate precisely what is understood by professionalisation vis-a-vis teacher educators, as the professionalisation of teacher educators cannot be accomplished by statutory fiat alone. Nor have teacher educators held a particularly professional position within education. The colleges of education have been hemmed in by the provincial authorities on the one hand and by the powerful university lobby on the other. Colleges of education have historically been associated with secondary education and still are, in that they are controlled by the provincial authorities and have not been accorded full

tertiary status and standing within the educational organisational structures. The colleges of education per se have no representation and no direct input into policy making and planning for education in South Africa. It is relevant and urgent to ask questions such as "What is meant by the professionalisation of teacher educators?", "What process is involved in professionalisation?" and "How can the increased professionalisation of teacher educators be realistically accomplished in the Republic of South Africa?"

To this end, a full exposition of the concept of professionalisation is derived from the literature. The phenomenon and process of professionalisation are thoroughly considered, mainly from a theoretical sociological perspective. A relatively recent history of important events in Education within the Republic of South Africa is considered in the light of the possibilities for furthering the process of the professionalisation of teacher educators in this country. In particular, the implications of the recommendations of the De Lange Commission (1981) and the Government's reaction to this Commission, as contained in the White Paper (1983), are considered. The South African Teachers' Council for Whites and its impact is assessed, and the implications of the 1983 Constitution are considered, as

they affect teacher education in the Republic of South Africa.

All the facets and factors implicit in the process of the professionalisation of teacher educators are critically reviewed via the attributive and process paradigms of professionalisation as explicated by Ozyga and Lawn. Recommendations are generated based on the insights obtained. In particular two facets of paramount importance emerged :

(i) The need for an organised professional teacher educator association, to promote professional concerns and to represent professional interests in educational provisioning, is essential; and

(ii) The need for the Government to reorganise its educational structures, so as to afford teacher educators a channel of professional representation, is evident.

These facets would be of mutual value to the profession and the Government alike.

Current education structures are sketched and futuristic idealistic models of organisational structures are proposed.

On the basis of these studies a number of recommendations are proposed, including, inter alia, the following primary facets :

Teacher education should be occupationally delineated, its members should be incorporated in a distinct and discrete professional registration category and statutory recognition should be given to this profession and its members;

Teacher educators should form a fully developed national professional association to promote individual and corporate interests and to negotiate on matters of interest and concern;

The teacher education profession should be rationalised and coordinated nationally, be accorded a greater degree of professional autonomy and be formally involved in national policy making in a unitary general affairs body;

Teacher education should be upgraded to a fully degeed profession, with specialised post graduate degrees being made available with a specific bearing on teacher education, including the opportunity for research; and

The courses offered by colleges of education should be upgraded via establishing the option of degree courses at colleges, concentrating all teacher training at colleges of education, providing enhanced facilities for serving

teachers to upgrade their qualifications at colleges,
promoting a wider acceptance and implementation of
integrated teacher training degree courses and promoting the
esteem of teaching degree and diploma courses as
professional and academic qualifications of repute.

CHAPTER ONE

1 Introduction

1.1 Introductory Remarks.

It is in the nature of academic research that the area of interest to the researcher must be selected and isolated from the broad expanse of knowledge. The selection of a theme for consideration curtails and delineates those aspects which are relevant and appropriate to the study. A further limitation on the researcher is the appropriate extent of coverage which can be given to aspects within the topic being studied, as the research report is finite and must be contained.

In seeking a viable structure for a piece of research, the choice must often be made between the extremes represented by :

- (i) a narrow range but great depth of coverage, or
- (ii) a broader perspective, with the inevitable curtailment on the possibility of studying specific facets in detail.

In the current piece of research the broader perspective has been deliberately chosen. As so little research has been conducted specifically on the professionalisation of teacher educators per se, and yet so many aspects pertaining both

to professionalisation and to teacher education as discrete areas of research is evident, a global holistic approach was preferred to an in depth study of one or a limited number of facets. This research has been confined to elucidating the parameters explicit in the professionalisation of teacher educators.

This choice of emphasis was confirmed by the paucity of literature specific to this study, especially within the South African context. Without a reasonably substantial body of reference, any specific aspects considered would inevitably flounder in terms of relevance and relatedness. A central core of available established knowledge is needed to give coherence to any research, to act as a point of departure and a source of reference. This is particularly so when the topic does not fall neatly within traditional subject parameters, thereby entailing an interdisciplinary approach.

On the other hand, any attempt at comprehensiveness is susceptible to appearing superficial, when appraising a particular aspect of the matter under consideration. In an attempt to perceive the relevant array of factors and their integration within current structures and future possibilities, the emphasis must be general and restricted to the fundamental and the essential. Interesting areas for consideration, which could justifiably form the basis for an

independent piece of research in depth, must reluctantly either be omitted or merely alluded to briefly.

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Teacher educators, roughly defined as the teachers of teachers, could incorporate a wide variety of professional persons. For reasons of clarity and relevance, teacher educators will refer to those persons involved in the professional education and training of teachers who will subsequently teach pupils in pre-primary, primary and secondary schools, and will refer mainly to teacher educators in colleges of education. The reason for this delimitation is twofold.

1) The professionalisation of teacher educators must include lecturers at the colleges of education. The lead in this direction is unlikely to come from the universities, as the felt need is not theirs. University teacher educators are numerically a small group with specific concerns of their own. Teacher educators at universities, and to a certain extent at technikons, are professionalised within their own academe or faculty institutional structures, or are professionally associated within their subject disciplines. Their institutions are established and fully represented as tertiary institutions. For example, the Committee of University Principals has formalised the

consideration of teacher training for their own purposes. It is hoped that university and technikon teacher educators would associate professionally with teacher educators at colleges of education, if a viable professional organisation were to come to fruition. However, it is possible that any attempt at professional registration, for example, would be resisted by lecturers in autonomous educational institutions, such as universities, as teaching is predominantly a public profession and registration may be perceived as threatening the academic autonomy of the lecturers.

2) Although teacher educators at colleges of education numerically form the bulk of the teacher educator profession in South Africa, any professional association is fragmentary, and limited by and large to an interpersonal and intra-collegiate basis. Any inter-collegiate association appears to be spasmodic and to revolve around curriculum issues rather than professional corporate issues. Such liaison is often informal and usually occurs either at the behest of the regional education departments via school subject curriculum committees or via contacts at teacher society meetings or conferences where the emphasis is on schools and teachers almost exclusively. Although such contact is commendable in its way, the current piece of research will highlight the need for a specific teacher

educator professional association with specific policy and vocational aspirations, related to, yet distinct from, professional teacher organisations per se.

A related factor in the decision to concentrate more specifically on teacher educators in colleges of education is the questioned position of the colleges of education as institutions of higher learning, and their tenuous position as tertiary institutions. The colleges have historically been limited by vested interests : they have at times been curtailed by the paternalism of State institutions, for their own ends, on the one hand, and by the imperious attitude of the autonomous university sector, for their own ends, on the other. At other times the association of the colleges with both the education departments and the universities has been productive and laudable. However, perhaps the time has come for the colleges of education to act in their own best interests, thereby becoming as a sector of education, a vibrant and equal partner in decisions affecting both themselves and education in general. Such a possibility would require cooperation between the State and the profession corporate to bring this ideal to fruition. Such is the essence of the professionalisation of teacher educators and their institutions.

## 1.2 Definition of Terms.

The following core terms and concepts that have been used in this dissertation are defined briefly at the outset. Some of the terminology used is complex and conceptual in nature and will be more fully explicated in the appropriate places in the text so as to elucidate the subtleties and nuances of meanings implicit in the terms.

### ACHIEVED STATUS

Achieved status refers to social status achieved through personal qualities and personal endeavour alone.

### ASCRIBED STATUS

Ascribed status flows from a social position held which bestows the image of certain qualities contingent upon the position held.

### ASSOCIATION

1) Association is the fundamental relationship which unites individuals into groups or societies. A comprehensive term for the relationships of interstimulation and response, usually of a somewhat enduring nature in contrast to mere contact.

2) An association is an organised group formed in the pursuit of some common interest with its own self contained administrative structure and functionaries.<sup>1</sup>

#### AUTONOMY

Autonomy is a state or condition in which self direction is enjoyed.<sup>2</sup>

#### BUREAUCRACY

1) Bureaucracy refers to a graded hierarchy of officials each of whom is responsible to his superiors. Ordinarily applied to governmental organisation in its executive branches, but existing also in ... other forms of social organisation.<sup>3</sup>

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1. Pratt, H. (Editor) : Dictionary of Sociology and Related Sciences, Littlefield, Adams & Co., Totowa, New Jersey, 1966, p.16.

2. Ibid., p.19.

3. Ibid., p.29.

2) Bureaucracy may also refer to rule by administrative office ... where actual power is vested in those who are, from the legal point of view, administrative intermediaries between Parliament and the citizens.⁴

CENTRALISATION

Centralisation refers to a process or situation whereby control has become to some degree concentrated in the hands of fewer persons. It is accompanied by a reduction of independence of decision, or of local autonomy in subordinate groups and persons.⁵

CHARACTERISTICS

Characteristics are those traits, properties, or attributes of an individual, group or culture which distinguishes it from others.⁶

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4. Scruton, R. : A Dictionary of Political Thought, Pan Books in association with The Macmillan Press, London, 1982, p.46.

5. Pratt, op. cit., pp.35-36.

6. Ibid., p.37.

## CLOSED SHOP (gatekeeping)

Closed shop refers to an employer-employee relationship in which only members of the union (ie profession) with which the employer (ie the Government) has a contract may be hired to work.<sup>7</sup>

## COLLEGE OF EDUCATION

A College of Education is any educational institution for the training of persons as teachers which is maintained, managed and controlled or subsidised by an Education Department, excluding a university and a technikon.<sup>8</sup>

## CO-OPTATION

Co-optation is a deliberate action to ensure the conversion of possible opponents of specific programmes into supporters of those programmes.<sup>9</sup>

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7. Ibid., p.273.

8. Republic of South Africa : National Education Policy Amendment Act (House of Assembly), 1986 (Act 103 of 1986).

9. Hanekom, S.X. and Thornhill, C. : The Functions of the Public Administrator, Butterworths, Durban, 1986, p.36.

CORPORATION (Corporality)

A corporation is any organisation that acquires a corporate identity ... , such as a trade union, which ... has some control over its members and acts on their behalf ... and which is also an autonomous ... or partly autonomous institution.¹⁰

CREDENTIALLING

Credentialling is a process whereby evidence of achievement or trustworthiness is investigated and avouched for by a reliable person or body, possibly under statutory requirements.¹¹

DECENTRALISATION

Decentralising is a process or condition of division of some of the powers of a social unit amongst its parts. Often considered to involve a shift in the geographical location of power from a central area to a number of outlying districts.¹²

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10. Scruton, op cit., p.99.

11. Sykes, J.B. (Editor) : The Concise Oxford Dictionary of Current English, Seventh Edition, Oxford at the Clarendon Press, 1983, p.223.

12. Pratt, op. cit., p.86.

## DEVOLUTION

Devolution is the transfer of legal and political powers to some subordinate institution, while retaining, in theory, complete political control over the exercise.<sup>13</sup>

## EDUCATION

Education may be perceived as the acculturation of the younger members of society by the older. The institution process whereby the accumulated ideas, standards, knowledge and techniques of society are transferred to, or imposed upon, the rising generation. Ordinarily education is conscious, purposeful and deliberate.<sup>14</sup>

~~~~~

13. Scruton, op. cit., p.124.

14. Pratt, op. cit., p.103.

FUNCTIONAL

Functional refers to a special form of responsibility, which is the normal or characteristic action of a particular part of the entire structure. The performance of this particular activity is what distinguishes the part from the whole or from other parts. The functional value of a class or group may be determined by its specific contribution to the general social process.¹⁵

GENERIC

Generic means having broad application; applying to all instances in a class or to all the subgroups in a class.¹⁶

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15. Ibid., p.125.

16. English, H.B. and English, A.C. : A Comprehensive Dictionary of Psychological and Psychoanalytical Terms. A Guide to Usage, Longmans, Green and Co. Ltd., London, 1958, p.222.

## HIERARCHY

Hierarchy refers to any system in which the distributions of power, privilege and authority are both systematic and unequal. The result is a society arranged according to "degree", with power, privilege and authority varying together.<sup>17</sup>

## IDEALISM (IDEALISTIC)

Idealism is an expression of a thought or any behaviour suggestive of perspective or of approximation to an ideal ... where an ideal is an imaginary or non-existent, culturally defined situation, characteristic, or behaviour pattern which serves as an aim or goal for the activity of a person or a group.<sup>18</sup>

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17. Scruton, op. cit., p.202.

18. Pratt, op. cit., p.147.

INFLUENCE

Influence is a form of power; an attribute of a person - whether due to status, role, or personality - whereby he produces an effect on others.¹⁹

INSTITUTION

1) An institution is an enduring, complex, integrated, organised behaviour pattern through which social control is exerted and by means of which the social desires or needs are met.

2) Institution may refer to an organisation of a public, or semi public, character involving a directive body, and usually a building or establishment of some sort, designated to serve some socially recognised and authorised end. In this category fall such units as colleges and universities.²⁰

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19. English, op. cit., p.261. ; and

Scruton, op. cit., p.224.

20. Pratt, op. cit., p.157.

LIAISON

Liaison is functional connection and coordination.<sup>21</sup>

LICENSURE

Licensure entails the restricting of practice to qualified and certificated practitioners.<sup>22</sup>

MEDIATION

Mediation is the act or process of intercession or intervention, usually applied to the settlement of a dispute.<sup>23</sup>

NORMATIVE

Normative refers to standards or criteria for judging the character or conduct of an individual, or any societal form of function.<sup>24</sup>

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21. Ibid., p.176.

22. English, op. cit., p.82.

23. Pratt, op. cit., p.190.

24. Ibid., p.205.

OCCUPATION

An occupation is a form of activity in which an individual regularly engages for remuneration.²⁵

OPERATIONAL DEFINITION

A definition is operational to the extent that the definer includes among the differentiae (a) specification of the procedures, including materials used for identifying the definiendum, and (b) the finding of a high index of reliability for the definition.²⁶

ORGANISATION

Organisation is that process which differentiates one part from another in a functional sense and which at the same time creates an integrated complex of functional relationships within the whole.²⁷

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25. Ibid., p.207.

26. Ibid., p.88.

27. Ibid., p.210.

## ORGANISING

Organising is the function of formally establishing a structure.<sup>28</sup>

## PLANNING

Planning ... is that activity that concerns itself with proposals for the future, with the evaluation of alternative proposals, and with the methods by which these proposals may be achieved. Planning is rational, adaptive thought applied to the future.<sup>29</sup>

## POLICY

Policy is the formal articulation, statement or publication of a goal that the government intends to pursue with the community.<sup>30</sup>

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28. Hanekom and Thornhill (1986), op. cit., p.71.

29. Simon in : ibid., p.34.

30. Hanekom, S.X. and Thornhill, C. : Public Administration in Contemporary Society. A South African Perspective, Macmillan South Africa (Publishers) (Pty) Ltd, Johannesburg, 1983, p.82.

POWER

Power is the organised and sustained social influence or control exerted by persons or groups on the decisions and actions of others.³¹

PRESTIGE

Prestige is the social position or status in public esteem, attained by the social recognition one receives in his associations.³²

PROFESSION

A profession is a vocation in which professed knowledge of some department of learning or science is used in its application to the affairs of others or in the practice of an art founded upon it.³³

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31. Clayton, A.S. : "Professionalisation and Problems of Power", Journal of Teacher Education, Volume XVI, March, 1965, p.70.

32. Pratt, op. cit., p.230.

33. Quoted in :

Lewis, R. and Maude, A. : Professional People, Phoenix House, London, 1952, p.54.

PROFESSIONAL

Noun: a member or practitioner of a profession or of a professional group.

Adjective: professional denotes a description of the qualities inherent in a profession or in a professional person.<sup>34</sup>

PROFESSIONAL ASSOCIATION

A professional association is an association predicated on practitioners belonging to a specific profession.

PROFESSIONAL ORGANISATION

A professional organisation is an organisation founded upon the criteria of belonging to a specific profession.

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34. Pratt, op. cit., p.235.

PROFESSIONALISATION

Professionalisation involves the process by which an occupation strives to attain professional recognition and social status.

PROFESSIONALISM

Professionalism refers to an individual practitioner's striving to be more professional as a practitioner.

PROFESSIONALITY

Professionality is concerned with the attitudes towards professional practice among members of an occupation and the degree of knowledge and skill they bring to it.³⁵

PUBLIC ACCOUNTABILITY

Public accountability entails answerability for decisions and actions.

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35. Hoyle, E. and Megarry, J. (Editors) : World Yearbook of Education 1980 : Professional Development of Teachers, Kogan Page Limited, London, 1980, p.44.

## RECOGNITION

Recognition is social acknowledgement of a person's merit.<sup>36</sup>

## REGISTRATION

In this dissertation registration refers to the act of maintaining a profession register of all persons qualified to teach under the SATC statutory regulations.

## REPRESENTATION

Representation is the process whereby the interests of the governed are "represented" to those who govern them, for example, through parliamentary institutions.<sup>37</sup>

## REPUBLIC OF SOUTH AFRICA

The Republic of South Africa consists of the four provinces, namely the Cape Province, Natal, the Orange Free State and the Transvaal, and the six National States, namely Gazankulu, KaNgwane, KwaNdebele, KwaZulu, Lebowa and Qwa Qwa.

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36. English, op. cit., p.445.

37. Scruton, op. cit., p.400.

SOCIAL CONTRACT

A social contract is a reciprocally binding agreement or covenant entered into by members of a group, setting up reciprocal grants and privileges, rights and responsibilities, powers and duties as a basis of government.³⁸

SOCIALISATION

Socialisation in this dissertation will refer to the process whereby the personality is created under the influence of educational institutions. It is the process whereby the individual acquires the characteristics that fit him for membership of society, including most importantly, the perception of himself as an immovable social being, guided by norms, roles and relationships with others.³⁹

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38. Pratt, op. cit., p.279.

39. Ibid., p.298. ; and,  
Scruton, op. cit., p.438.

## SOCIAL SANCTION

Social sanction refers to any threat of penalty or promise of reward set by or for a group upon the conduct of its members, to induce conformity to its rules or laws.<sup>40</sup>

## SOCIAL STRATIFICATION

Social stratification is the arrangement of societal elements into groups on different horizontal levels. The establishment of status on terms of varying superiority and inferiority.<sup>41</sup>

## SOCIAL SYMBOL

A social symbol is a symbol which is not merely personal, but having a shared meaning, may communicate this meaning.<sup>42</sup>

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40. Pratt, op cit., p.292.

41. Ibid., p.293.

42. Ibid., p.294.

STATUS

Status is the social standing or prestige of a person in his group or of the group in the community.⁴³

STRUCTURALISTIC/FUNCTIONALIST APPROACH

The structuralistic/functionalist approach is based on the assumption of the existence of a relatively homogeneous group whose members share a common identity, common interests and values, common definitions of role and are governed by a single set of norms or codes of behaviour.⁴⁴

STRUCTURE

Structure is the relatively permanent or persistent organisation of parts which, as an organisation, can go into action in specified ways, and whose type is defined by the kinds of action into which it can go.⁴⁵

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43. Ibid., p.307.

44. Ozyga, J.T. and Lawn, M.A. : Teachers. Professionalism and Class : A Study of Organised Teachers, The Falmer Press, London, 1981, p.4.

45. Pratt, op. cit., p.310.

## TEACHER EDUCATION

Teacher education is the process whereby the rational being is instructed and through which he acquires the beliefs, emotions and values pertaining to the culture of teaching.<sup>46</sup>

## TEACHER EDUCATOR

A teacher educator is a person who formally instructs, guides and informs aspirant teachers in the art and science of teaching, in order to equip them for a career in primary or secondary teaching in schools controlled by the State.

## TEACHER TRAINING

Teacher training is akin to teacher education; but in the pejorative sense of the mastery of the skills of teaching without sufficient regard for the academic component of the underlying philosophy and science of teacher education.

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46. Scruton, op. cit., p.139.

TEACHING

Teaching is the art of assisting another to learn. It includes the providing of information (instruction) and of appropriate situations, conditions, or activities designed to facilitate learning.⁴⁷

TEACHING QUALIFICATION

A teaching qualification is the meeting of the requirements to obtain certification to practise as a teacher. Licensure entails the restricting of practice to qualified and certified practitioners.⁴⁸

TRADE UNION

A trade union is a voluntary association of working people organised to maintain or further their rights and interests, with particular respect to, inter alia, wages, hours, and conditions of health, efficiency, security, education, and insurance.⁴⁹

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47. English, op. cit., p.544.

48. Ibid., p.82.

49. Pratt, op. cit., p.321.

## VOCATION

A vocation is the permanent activity which guarantees one a livelihood, and membership of a particular occupational group.<sup>50</sup>

1.3 The Study Area.

The reports of various educational commissions since 1910 have contained comments on the importance of teacher training and education. Yet teacher educators as a professional group have virtually been ignored. Decisions on teacher training and on the place of colleges of education as tertiary institutions have continually been taken without reference to teacher educators. The place of the colleges of education has been debated by multifarious commissions and deliberative bodies since 1910,<sup>51</sup> and yet colleges of education are still suspended between the public administrators (national and regional) and the universities. Colleges have a right to existence as tertiary institutions in their own right.

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50. Ibid., p.334.

51. Inter alia, the de Lange Commission, the van Wyk de Vries Commission and the Gericke Commission.

The De Lange Commission (1981)⁵² heralded the latest official call for recognition of professional teacher educators, who should have a joint say in matters concerning the teacher education process and training institutions, and for colleges of education to be recognised as full status institutions that are not subordinate or subservient to the provincial authorities or the universities. There is an urgent need to unite teacher educators professionally, to elevate colleges of education and to develop organisational structures for consultation at the national and regional level. A comprehensive and rigorous consideration of how these ideals can be accomplished, given the present educational structure and administrative establishment, is required. The Government White Paper (1983)⁵³ envisaged proper autonomy for colleges. How can the needs of the colleges and lecturers be taken into account and met in practice?

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52. Human Sciences Research Council, : Provision of Education in the RSA, Pretoria, 1981. (The de Lange Commission : Report of the Main Committee of the HSRC Investigation into Education).
53. Republic of South Africa, : White Paper on the Provision of Education in the Republic of South Africa, 1983, Government Printer, Pretoria, 1983.

The National Education Policy Amendment Act (House of Assembly), 1986 (Act 103 of 1986) resulted in a directive (Government Gazette, 31 October 1986) that all lecturers at White colleges of education were required to register with the Teachers' Federal Council and also, in effect, were required to join a recognised teachers' association, and to bear all contingent costs. This registration effectively brought lecturers under the teachers' code of conduct and instituted statutory control. No other direct advantage was immediately apparent, implicit or promised.

Professionalisation cannot simply be accomplished by statutory fiat alone.

Apart from this innovation, there are other factors that make this an appropriate time to develop the notion of the professionalisation of teacher educators. A Committee of Teachers' College Rectors (CTCR) was established on 18 November 1986<sup>54</sup> (also arising from a recommendation of the De Lange Report) and this committee's function and rationale are yet to be forged. In addition, administrative rearrangements are likely to be in a state of flux following

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54. At the behest of the TFC.

the demise of the provincial councils, and the formation of the Teachers' Federal Council (TFC) and The South African Council for Education (SACE) which may lead to a reorganisation of teacher education provision and professional consultation. Any proposed structures would need to take into account the feelings and ideas of professional college personnel as a group, both at the formative planning stage and on an ongoing basis. Policy ("the link between political and administrative processes")⁵⁵ and organisation ("the type of structure necessary to recognise specific goals")⁵⁶ are of cardinal importance, given that teacher education is solely a public vocation. The system of educational management is in a state of flux. What is needed is a strong liaison between the administrative organisation and a professional organisation (an inter-collaboration).

Yet a professional organisation also requires an internal debate on relevant current issues (an intra-collaboration).

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55. Hanekom and Thornhill (1983), op. cit., pp.82-83.

56. Hanekom and Thornhill (1986), op. cit., p.72.

Academic research on matters of professional concern needs to be conducted. Professional association needs to take place between teacher educators in a community of scholars and practitioners. Status and public recognition need to be fostered via professional consideration of the quality of teacher training being provided, the opportunities being offered to the teaching profession and the services rendered to society. The promotion of the general welfare is as important a goal in teacher education as it is in public administration.

The Government has acknowledged the crisis in matters such as the quality and quantity of teachers in Black education, and the differential provision of education amongst the various population groups, and has taken steps to ameliorate the problem. This should not be solely a governmental problem. Professional inputs are both necessary and possible in spite of schisms in educational organisation, such as own and general affairs in education, as well as differences in development and standards rooted in the differential evolution of education amongst the various groups.

It is time to face up to the problems in teacher training which have often arisen because of poor administrative planning, lack of proper consultation and non-cohesiveness among educators. A full investigation is an urgent necessity, requiring proposals based on a new structure and



organisation in administration and planned professional areas based on this readjusted structure and a concomitant change in attitude. Cognisance should be taken of the influence that the colleges of education, as institutes of higher learning, and the teacher educators, as academic and professional leaders, can have on the teaching profession as a whole. All persons concerned with education need to be fully aware of the impact that any manifest deficiencies in the public standing of the teacher educators and their teaching institutions can have on the education received by the child in the classroom. Any attempt to improve these deficiencies must raise the quality of education provided by the state. This process needs to be shared by the Government, the public administrators and the profession of teacher educator.

These issues form the basis of this investigation.

#### 1.4 Methodology of Study

The methodology of this study is theoretical in essence. The literature is reviewed, resulting in a critical analysis of the theoretical knowledge and perspectives of the professionalisation process, particularly as it applies to teaching and teacher education. The phenomena of professional association and professional organisations are investigated from both the theoretical and practical

perspectives. In addition, relevant current educational manifestations, trends and issues are evaluated in the light of their historical antecedents, and the theory is linked with existing structures or current practices and phenomenon where appropriate. The provision of education in South Africa is reviewed in the light of policy making and the current organisational structures established to reach this end. Although the emphasis is primarily based on the South African experience, facets are illuminated by comparison with aspects found in other countries where this is relevant.

The overall approach consists of an integration of the theoretical perspectives obtained from cogent research in Public Administration, Sociology and Education. Extrapolation of the knowledge and understanding gained results in the development of novel academic insights into the theoretical possibilities in the professionalisation of teacher educators, permitting the consideration of a possible process of applying these theoretical insights in practice in order to effect the professionalisation of teacher educators, with due regard to the relevant historical precedents and taking cognisance of present administrative structures in education. Futuristic administrative models for the professionalisation of teacher educators are derived from the extrapolated research and an

integrated critical exposition is generated in the form of recommendations.

CHAPTER TWO

2     An Analysis of the Concept Profession and its  
Derivatives : Professional, Professionalism and  
Professionalisation

2.1   Introduction.

Although the word "profession" and its derivatives, "professional", "professionalism" and "professionalisation" have a common currency in everyday usage, at an academic conceptual level there exists no agreed semantic usage of these terms.<sup>1</sup> After a rigorous study of the literature Cogan declared that "no broad acceptance of any "authoritative" definition has been observed".<sup>2</sup> It is acknowledged that a profession is a specific kind of occupation in the vocational sense; yet the factors that specify a profession are in dispute and appear to reflect the predilection of a particular author rather than to accurately describe a clearly defined phenomena in the social sciences and the world of work. The reason for these disparities lies in the assumptions inherent in the use of

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1. Jarvis, P. : Professional Education, Croom Helm, London, 1983, p.21.
2. Henry, N.B. : Educating for the Professions : The Sixth First Yearbook of the National Society for the Study of Education : Part Two, The Yearbook Committee, The National Society for the Study of Education, Chicago, 1962, p.29.

the word profession. Three primary assumptions have been identified and can be isolated, sometimes in association with each other, in most definitions. These three semantic orientations are:

- (i) a historical element based on the traditional professions;
- (ii) an idealistic element to act as an incentive; and
- (iii) a realistic element relating ideal and tradition to current form and practice.³

Lewis cautions that "no simple, or even comprehensive definition is likely to cover every case, or convey adequately the quality of a professional service. Yet that quality is a very real thing, ..."4 The root of the semantic problem lies in the fact that an "increasing number of occupations (are) laying claim to professional status"⁵ coupled with the fact that the boundries of the group of

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- 3. Millerson, G. : The Qualifying Associations : A Study in Professionalization, Routledge and Kegan Paul, London, 1964, p.3.
- 4. Lewis, R. and Maude, A. : Professional People, Phoenix House, London, 1952, p.53.
- 5. Spies, P.G. van Z, : Professional Control Over the Teaching in the Republic of South Africa, H.S.R.C., Report No. O.65, 1978, p.1.

occupations known as professions are very fluid and indistinctly delineated".<sup>6</sup>

The derivation of the appellation profession is arrived at in different ways. Some professions such as medicine and law, are historical prototypes of professions which form the basis of the traditional approach to defining the concept profession. Occupations which are of more modern ascendancy may found their basis for being called a profession on a combination of high status, power and the wealth of the occupational grouping and its individual members.

Professional business people may fall into this category for example. A common claim to the title "profession" is based on the isolation of various characteristics or attributes of established professions which are integrated into an occupation so that it mimics the external trappings of recognised professions. For example, entry to the occupation may be controlled, minimum qualifications stipulated, a code of ethics derived and a professional association founded. Whether any such particular occupation is likely to succeed in earning recognition as a profession may result in a polemic, which in turn bedevils any clarity of the definition of the

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6. Loc. cit.

"profession". The term profession is sometimes used as a term of approbation, either as an externalised image which is considered desirable or as an ideal to be striven towards. Its use may be adjectival, in the form of an evaluative qualifier for an occupational grouping or practitioner of some supposed skill. An engineer may be with justification described as a professional man, yet an estate agent may be described as providing a "professional service" without estate agents as an occupational group necessarily being accorded the epithet of "profession". A semantic misappropriation would be found in the term "a professional thief" which would hardly indicate the approbation or excellence which are usually associated with the term professional.

Within the purview of the reservations expressed and the caution called for in the literature on professions, the cardinal terminology applicable to this study will be explicated and defined with particular reference to this study.

2.2 Profession.

The word profession is used to describe a specific kind of

occupation.⁷ Professions are so named because of certain features that are considered relevant to their classification as professions⁸ although no specific criterion or set of criteria is designated as either necessary or sufficient to identify a profession as such⁹. Nor is the attainment of the label of "profession" by an occupation stable over time; the differential status of the various professions changes according to the needs of a rapidly expanding complex civilisation for experts and trained specialists.¹⁰

Johnson¹¹ criticised the defining of a profession via the matching of its characteristic features with supposed criteria. He asserts that:

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7. An occupation being an activity carried out in order to earn a living.
 8. Scruton, R. : A Dictionary of Political Thought, Pan Books in association with The Macmillan Press, London, 1982, p.379.
 9. Hence the possibility of partial professions, semi professions and quasi professions.
 10. Pratt, H. (Editor) : Dictionary of Sociology and Related Sciences, Littlefield, Adams & Co., Totowa, New Jersey, 1966, p.235.
 11. In Spies, op. cit., p.7.

"a list of characteristics is not a definition, in the sense that it does not provide a clear cut statement which differentiates precisely between professions and other types of occupations. Rather it is a set of indicators which may be used to show how closely an occupation resembles a profession. The list of characteristics can therefore be seen as an operational definition¹² of a profession".¹³

In spite of these reservations, there is substantial agreement as to the broad categories which typify a profession. Larson¹⁴ identifies these broad categories as:

(i) a cognitive dimension, incorporating a body of knowledge and techniques and the specific training required;

(ii) a normative dimension incorporating self regulation via a code of ethics within a service orientation;

(iii) an evaluative dimension wherein professions display greater autonomy and prestige ; and

(iv) a corporate dimension, along with the above areas, with common application, identity, commitment, interests and loyalties.¹⁵

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12. As opposed to a theoretical, conceptual or philosophical consideration.

13. In Spies, op. cit., p.7.

14. Larson, M.S. : The Rise of Professionalism : A Sociological Analysis, University of California Press, Berkeley, 1977, p.x.

15. Loc. cit.

These distinctions are not definitive and Larson comments that "Profession appears to be one of the many "natural concepts", fraught with ideology, that social science abstracts from everyday life".<sup>16</sup>

A classical and typical characteristic-based definition was provided by Flexner in 1915:

"a professional activity is basically intellectual carrying with it great personal responsibility; it is learned, being based on great knowledge and not merely routine; it is practical rather than academic or theoretical; its technique can be taught, this being the basis of professional education; it is strongly organised internally; it is motivated by altruism, the professionals viewing themselves as working for some aspect of the good of society".<sup>17</sup>

A more modern definition based on the characteristics approach refers to:

"A particular type of calling characterised by considerable social status ... and a marked degree of institutionalisation. It is characterised by a high degree of technical skill, entailing specialised preparation generally at recognised institutions of learning, official regulation and licensure, a strong feeling of the class honour and solidarity, manifested in vocational associations to secure a monopoly of the service, and in codes of ethics enjoining the responsibility of the profession to the collectivity it serves".<sup>18</sup>

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16. Ibid., p.xi.

17. In Henry, op. cit., p.27.

18. Pratt, op. cit., p.235.

For two of the classical writers in the field of professions, Carr-Saunders and Wilson, one particular characteristic was considered to suffice for delineating a profession:

"The application of an intellectual technique to the ordinary business of life, acquired as a result of prolonged and specialised training, is the chief distinguishing characteristic of a profession".¹⁹

Modern writers concur with this view, but add another cardinal defining dimension:

"The essence of a profession is embodied in knowledge and altruism".²⁰

This definition is reflected in that of the Oxford English Dictionary wherein a profession is described as:

"a vocation in which a professed knowledge of some department of learning or science is used in its application to the affairs of others or in the practice of an art founded upon it".²¹

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19. In Henry, op.cit., p.28.

20. Case, W.C. et alia : "The Holmes Group Report : Impetus for Gaining Professional Status for Teachers", Journal of Teacher Education, July/August 1986, p.36.

21. Quoted in Lewis, op.cit., p.54.

The characteristic approach towards defining the word profession has been severely criticised on scholarly grounds by Johnson who maintains that :

"the procedure of listing traits without a theoretical framework is dangerous because characteristics may be added to or subtracted from any existing list by any author without any theoretical rationale".<sup>22</sup>

Another mode of delineating the concept profession is definition by exclusion. Webster's Collegiate typifies a profession as :

"an occupation, not commercial, mechanical or the like, to which one devotes oneself".<sup>23</sup>

Similarly, Millerson incorporates this aspect along with the trait approach :

"(a profession) is a type of higher-grade, non-manual occupation, with both subjectively and objectively recognised occupational status, possessing a well-defined area of study or concern and providing a definite service, after advanced training and education".<sup>24</sup>

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22. In Jarvis, op. cit., p.22.

23. In Fox, A.C. "The Criteria of a Profession : An Explanation", The Australian Journal of Higher Education, Volume 3, Number 2, December, 1968, p.96.

24. Millerson, op. cit., p.10.

Some authors perceive the "profession" label attached to certain occupations as symbolic²⁵ and idealistic.²⁶

E. C. Hughes considered a profession as an "ideal type"²⁷ of occupational organization which does not exist in reality".²⁸ This "ideal type" represented the model of the form of occupational organisation that would result if any occupational group became completely professionalised. Hughes thereby avoids the discussion of whether any particular occupational group is "really a profession" and concentrates rather on the degree of professionalisation achieved at any particular time, as well as the manner of its achievement.²⁹

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25. An item of shared social meaning. (Pratt, op. cit., p.294.)
26. Founded on basic representative ideas suggesting or approximating the ideal or perfection. (Pratt, op. cit., p.147.)
27. A configuration of characteristics constructed by bringing together those most often observed in specimens of the category under consideration ie. a high proportion of such characteristics , with none being incongruous with the other characteristics.(the usage is representative rather than normative) (Pratt, op. cit., p.147.)
28. In Vollmer, H.M. and Mills, D.L. (Editors) : Professionalization, Prentice-Hall, Inc., Engelwood Cliffs , New Jersey, 1966, p.vii.
29. Loc. cit.

Other authors cast the term "profession" in a coveted title mould or as an honorific label.³⁰ Hoyle contrasts the descriptive term approach, elucidated in the trait/characteristic definitions, with the term profession carrying a symbolic or ideological³¹ connotation.³² Elliott sees "profession" as a symbolic label for a desired status.³³ An extreme position allows that a profession is nothing more than a symbolic label:

"there is nothing inherent in the work, training or values whatever, which marks out the occupations so designated"³⁴

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30. Worthy of respect.

31. Ideology represents the aggregate of ideas, beliefs and modes of thinking characteristic of a group (such as a profession, for example). (Pratt, op. cit., p.149.)

32. Hoyle, E. and Megarry, J. (Editors) : World Yearbook of Education 1980 : Professional Development of Teachers, Kogan Page Limited, London, 1980, p.43.

33. Elliott, P. : The Sociology of the Professions, The Macmillan Press Ltd, London, 1972, p.3.

34. Dingwell, R. and Lewis, P. (Editors) : The Sociology of the Professions : Lawyers, Doctors and Others, The Macmillan Press Ltd, London, 1983, p.227.

The symbolism in the title "profession" may be cast in a service ideology. Jarvis dismisses these definitions as merely implying that professions are, in some manner, service occupations and, therefore, of value to society.<sup>35</sup> The concept of an occupation involved in a service function is not in question; the value of defining a profession in this way is, however, considered to be trite, unhelpful and even confusing. Millerson's esoteric description "Professions carry out a further general function : the augmentation of life"<sup>36</sup> is singularly limited in casting light on the meaning and function of professions. Another means of defining profession may be termed the social contract basis and will be central to the overall end of this study. In essence, an unspecified but nevertheless real contract is postulated as existing between society, as represented on the one hand by the public and on the other hand by the State, and the occupation designated as a profession.<sup>37</sup> A system of society awarding to the profession privileges and rewards, in the form of power, prestige, esteem, social status, autonomy and recognition, in return for a socialised and controlled occupational

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35. Jarvis, op. cit., p.21.

36. Millerson, op. cit., p.4.

37. In the current study, teacher educators.

service is deemed to be institutionalised. Each of the parties is naturally bound in terms of a homoeostasis of balancing rights and obligations or duties.

Such a contract is implied not explicit. It may be inferred from the social behaviours of the participants³⁸ with each other that there appears to be a tacit consent almost by arrangement.³⁹ The current study may be viewed as a movement towards fulfilling an implicit social compact initiated by the State in instituting statutory regulation of teacher educators.

Larson supplies a definition which incorporates an implied social contract:

"Professions are occupations with special power and prestige. Society grants these rewards because professions have special competence in esoteric bodies of knowledge linked to central needs and values of the social system and because professions are devoted to the service of the public, above and beyond material incentives."⁴⁰

It is readily apparent that the trait approach may be used in conjunction with the social contract approach to generate an ideal type construction of what a specific profession is trying to evolve as, in time. Friedson avers that

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38. ie. State, professionals and the public.

39. Scruton, op. cit., p.431.

40. Larson, op. cit., p.x.



professions are involved in producing their particular professional ideology, defining their own standards of competence and presenting their ideologies to the outside world as the most valid definitions of specific spheres of social reality.<sup>41</sup> Talcott Parsons feels that the importance of the profession to social structure may be summed up as :

"The professional type is the institutional framework in which many of our most important social functions are carried on, notably the pursuit of science and liberal learning and its practical application ... (in teaching). This depends on an institutional structure, the maintenance of which is not an automatic consequence of belief in the importance of the functions as such, but involves a complex balance of diverse social forces."<sup>42</sup>

Credence is given to the social contract basis in the acknowledgement that professions ultimately depend upon the power of the State and emerge by the grace of powerful protectors such as State dignitaries. Certainly the current level of attainment of professionalisation of teaching in the R.S.A. could not have been achieved without State involvement perhaps even brokerage. Status and power flow at least in partial measure from State promotion of teaching in terms of conditions of service and training, for example.

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41. Ibid., p.xiii.

42. Loc.cit.

The concept of profession referred to in this study will be a pragmatic amalgam of the various approaches. The aim will not be to ponder on whether teacher education warrants being called a profession or not : it will rather involve considering the ways and means of achieving a greater degree of being a profession, and the implications thereof.

2.3 Professional.

As a noun, professional refers to a member or practitioner of a profession or of a professional group.⁴³ The assumption underlying this usage is that one who practises a profession or is associated with a profession has mastered the requisite knowledge and skills of the profession, has internalised the values implicit in the profession's ideology and acts in accordance with other practitioners on these bases.

The adjectival use of the word professional implies both a qualitative and a descriptive designation of the qualities inherent in a profession or a professional.

43. Pratt, op. cit., p.235.

2.4 Professionalism.

The two terms professionalism and professionalisation are complementary in nature, yet they are discrete entities and need to be differentiated. Hoyle refers to the two major dimensions of professionalisation as:

- (i) the improvement of status; and
- (ii) the improvement of practice.⁴⁴

Similarly Jarvis refers to the two meanings of professionalism as :

- (i) commitment to an occupational organisation; and
- (ii) dedication to being a master of the knowledge and a skilful provider of service stemming from the knowledge upon which the profession is based.⁴⁵ ✓

Although the terms appear to be used interchangeably, in each case the first condition accords with professionalisation and the second with professionalism.

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44. Hoyle, op. cit., p.43.

45. Jarvis, op. cit., p.28.

Professionalism refers to an ideology and associated activities that can be found in many diverse occupational groups where members aspire to professional status.<sup>46</sup>

Strauss associates certain values with professionalism, viz., responsibility, expertise, commitment and autonomy.<sup>47</sup> Striving to become professional in this manner can occur without professionalization in the form of occupational organisation such as a professional association, admission requirements, licensure and structural<sup>48</sup> matters of such ilk. Professionalisation on the other hand is unlikely to evolve or develop without some degree of professionalism based on shared values and meanings as realised in service to the public.

Friedson defines professionalism as :

"commitment to professional ideals and career ... expressed in attitudes, ideas and beliefs."<sup>49</sup>

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46. Vollmer and Mills, op. cit., p.vii.

47. Loc. cit.

48. Structural, as in organised or functional, as opposed to personal and interpersonal client dimensions.

49. Jarvis, op. cit., p.28.

The term professionalism may also relate to the level of proficiency of a practitioner rather than to his vocational ideology.⁵⁰

Behr contends that:

"professionalism is concerned with the commitment of service. It looks at the moral issues of how a profession uses its expertise to the benefit of society. In providing professional education, attention has to be given to the questions of meaning, purpose and social justice alongside the acquisition of knowledge and techniques."⁵¹

In the light of powerful knowledge and techniques coupled with professional autonomy, the essence of professionalism is an acceptance of responsibility.⁵² This arises from a sense of deep involvement in the outcome of the professional vocational tasks. A high degree of competence and a self directed diligence in the preparation for and execution of the task is expected. A professional is expected to exercise responsible personal judgement within his autonomous purview and independent of direct supervision and control. Just as professions are to a large measure self governing and in control of their own standards, so to does the

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50. Loc. cit.

51. Behr, A.L. "The Role of the Universities in Education for the Professions", Bulletin for Academic Staff, Faculty of Education, University of Durban-Westville, Volume 6, Number 3, 1985, p.14.

52. K. Bloomer in Hoyle, op. cit., p.362.

professional practitioner set his personal standards and direct his own professional concerns.<sup>53</sup> These issues fall under the professionalism rubric. Professionalism, as a commitment among members towards increased professional status, is often expressed in terms of client interest.<sup>54</sup> Professionalism is not always clear and apparent. Judge has pointed out that within teaching, professionalism perceived as the pursuit of academic respectability, has come close to open conflict with professionalism interpreted as the promotion of sound practical skills at the expense of irrelevant theory taught by non-practitioners.<sup>55</sup>

## 2.5 Professionality.

A term akin to professionalism is that of professionalism which is concerned with the attitudes towards professional practice among the members of the occupation and the degree of knowledge and skill which they bring to it.<sup>56</sup> Hoyle distinguishes between restricted professionalism which is intuitive and based on experience rather than theory, and

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53. Loc. cit.

54. Hoyle, op. cit., p.44.

55. Ibid., p.346.

56. Ibid., p.44.

extended professionalism which is concerned with locating the professional task within a broader context. In teaching the former is classroom-focused; the latter consists of perceiving the experience in relation to educational theory, the work of other teachers, systematic evaluation of work and collaborating with other teachers, all within theoretical perspectives.⁵⁷

2.6 Professionalisation.

Professionalisation is a process rather than an event. It is a conscious and planned movement by an occupational group towards being more like a profession. For Hoyle, professionalisation involves the improvement of both status and practice, as reflected in the two discernible approaches of a type of trade unionism which stresses professional unity and an imitation of established professions in matters such as, inter alia, entry, training and autonomy.⁵⁸ At the same time, professionalisation may be perceived as a move to stability and security⁵⁹ in that in the transformation towards institutionalisation, the emergent

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57. Ibid., p.49.

58. Ibid., p.5.

59. Dingwell, op. cit., p.35.

professionalisation entails conformity, internalisation of sanction and specific norms by the members of the occupational group. In this regard, forming an association is the easiest method of inducing a normative pattern. By assuming the features of established and acknowledged professional associations, the new organisation hopes to enforce standards of competence and integrity.<sup>60</sup> In building solidarity, the ultimate aim is to create exclusiveness by prescribing the training and experience required for membership. A chosen member must conform to the group norms and accept social obligations toward colleagues, clients and the public.<sup>61</sup>

For certain authors the process and change facets of professionalisation suffice as a definition :

"professionalisation (is) a dynamic process whereby many occupations can be observed to change certain crucial characteristics in the direction of a "profession"<sup>62</sup>

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60. Millerson, op. cit., p.10.

61 Loc. cit.

62. In Vollmer and Mills, op. cit., pp.vii-viii.

even though some of these may not move very far in this direction. The more modern considerations stress that the way in which occupations can become professions is of more value than compiling a list of characteristics of a profession.⁶³

The emergent professional unity and loyalty ultimately leads in many cases to the closed-shop or gatekeeping idea.⁶⁴ With the unity of membership emerging around specific areas of competence based on knowledge and skill which is not easily acquired, non members are excluded from practice. The register is the end point mechanism of this procedure. For Friedson then, professionalisation is defined as:

"a process by which an organised occupation, usually but not always making a claim to special esoteric competence and to concern for the quality of its work and its benefits to society, obtains the exclusive right to perform a particular kind of work, control for and access to it, and control the right of determining and evaluating the way the work is performed."⁶⁵

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63. Roth in Spies, op. cit., p.6.

64. Selective admission will depend in part on the status and social recognition obtained by a profession from society and on the right for that profession to enforce it.

65. Friedson in Behr, op. cit., p.15.

It is evident from the differing emphasis given to professionalisation that it is a process which emerges in time to some degree. Professionalisation as a phenomenon forms a continuum and not a dichotomy.<sup>66</sup> More correctly perhaps, a dichotomy may be perceived as existing between an occupation and a profession, the transformation occurring when a sufficient number of relevant preconditions exist<sup>67</sup> and the occupation moves to professionalise itself. Coupled with this supposed dichotomy, professionalisation emerges as consisting of a continuum of varying degrees of professionalisation. As with all phenomenonal constructs, the practice is difficult to discern vis-a-vis the apparently clear-cut theoretical postulations. Vollmer<sup>68</sup> has isolated three distinct social phenomenon that he considered as distinguishing professionalisation;

- (i) a specialised technique supported by body of theory;
- (ii) a career supported by an association of colleagues;
- and

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66. Vollmer and Mills, op. cit., p.34.

67. Such as a basis of specialised knowledge and corporality of some kind, for example.

68. Vollmer and Mills, op. cit., p.21.

(iii) a status supported by community recognition.⁶⁹

Implicit in this discussion of the professionalisation process is an understanding that professionalisation consists of a fine interplay between structural elements and personal elements. Without a high percentage of practitioners acting in a professional way, no amount of organisation or structural elements⁷⁰ will turn an occupation into a profession. Similarly, a loosely identified relatively homogenous group of practitioners acting in a professional manner based on specific and exacting training would be limited in their professionalism by the lack of corporality. It is in professional association that training is instituted and developed and that negotiation with the public, including the State where necessary, is conducted. A profession needs in practice a structural and organisational arrangement to realise itself

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69. These three factors could arguably form the basis for the necessary and sufficient conditions for an occupation to be considered as a profession undergoing the transformation process towards some degree of professionalisation.

70. Such as an association, specific training and controlling admission, for example.

and to comment publically on matters that affect the profession from the basis of a considered corporateness. No individual professional, even with the best will in the world, can hope to represent all the feelings and opinions of the members of his occupational group accurately and fairly. Organisation structures are needed and professional association of some kind is mandatory.<sup>71</sup>

## 2.7 Process of Professionalisation.

Various authors<sup>72</sup> have suggested that the process towards professionalisation consists of a sequence that is not invariant and which manifests in a progression that consists of a roughly predictable sequence for increasingly assuming the attributes of a profession. The distinguishable steps in a typical sequence are :<sup>73</sup>

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71. The need for a professional association of teacher educators is more fully explicated infra in chapter 6.

72. Jarvis, op. cit., pp.24-25.

Harvighurst, R.J. and Neugarten, B.L. : Society and Education, Third Edition, Allyn and Bacon, Inc., Boston, 1967, pp.505-506.

Vollmer and Mills, op. cit., pp.19-21.

73. This section is based on Vollmer and Mills, op. cit., passim, unless otherwise indicated.

(i) the practitioner group split from their purely occupational roots or from an already established profession to form a new profession on the part of the practitioners. Membership is organised. Relationships with other occupations are more precisely defined;⁷⁴

(ii) a professional association is established with definite membership criteria designed to keep out the unqualified. This association seeks a self conscious definition of the core tasks of the occupation, promotes a cosmopolitan perspective to the practice of the occupation and seeks to compete with neighbouring occupations in order to establish the area of exclusive competence;⁷⁵

(iii) a change in occupational title is common. It is designed to reduce the identification with the previous occupational status thereby providing a title that can be monopolised;

(iv) training of practitioners is developed and circumscribed in terms of admission requirements, certification, provision of suitable trainers, development of research and licensure stipulations;⁷⁶

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74. Havighurst, op. cit., p.505.

75. Wilensky in Jarvis, op. cit., p.25.

76. Caplow in Jarvis, ibid., p.24.

(v) a code of ethics is promulgated which asserts the social utility of the occupation, sets out the public welfare rationale and develops rules which serve as further criteria to eliminate the unqualified and the unscrupulous, thereby excluding external competition, reducing and controlling internal competition, whilst assuring the public that the profession will serve its needs;

(vii) the service rendered becomes esoteric in that the client knows what he wants but is in no position to judge the quality of the service he receives. The group attempts to keep judgements of competence within the circle of colleagues;<sup>77</sup> and,

(viii) social and legal support is sought via prolonged political agitation for a group mandate and recognition of the new occupational barriers. Recognition is ultimately achieved by public recognition of the profession and the service it renders coupled with statutory recognition of the right to exclusive practice within the occupational area designated.

This process will obviously vary from occupational group to occupational group but retains sufficient currency to be a

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77. Harvighurst, op. cit., p.506.

useful backdrop to any consideration on the professionalisation of an occupational group.

2.8 Related Terminology.

A number of supplementary concepts need to be briefly reviewed for the sake of clarity and completeness.

2.8.1 Status.

Traditionally, status has referred to the social standing or prestige of a group, such as a occupational group, in the community, in that the group is held in public esteem. Such status, or social prestige, may be based on wealth, but this is not a sufficient⁷⁸ condition.⁷⁹ Individual status may be derived from membership of an elite group, such as a professional occupational group.

Modern social theorists such as Weber, perceive status as denoting a kind of social stratification, extraneous to social class or political position, being based on social recognition rather than material power.⁸⁰ It may consist

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78. Nor indeed a necessary condition.

79. Pratt, op. cit., pp.307-308.

80. Although the two variants of status identified are often linked in practice.

of a group that sets itself apart through social relations style and manners. The phenomenon is regarded as so established and pervasive within the social structures that it is postulated that status groups have replaced classes as the recognised social divisions in modern societies. Here status may be perceived in terms of the "reward system" in a society, where reward includes every kind of advantage offered by social life.<sup>81</sup> In professions associated with bureaucracies<sup>82</sup> part of the professionalisation process includes a striving for freedom, autonomy, uniqueness and privilege, the latter including conditions of service such as pay and leave advantages.

#### 2.8.2 Power

If consideration is given to a profession in terms of the way its work or service is related to society, a power base is discernible. Power may refer to "... organised and sustained social influence or control exerted by persons or groups on the decisions and actions of others."<sup>83</sup>

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81. Scruton, op. cit., p.44.

82. Such as teacher education.

83. Clayton, A.S. : "Professionalisation and Problems of Power", Journal of Teacher Education, Volume XVI, March, 1965, p.70.

the summary statement "this report examines to what extent this Act⁸⁸ satisfies the demands of accountable professional control." The professional control is subject to being called to account as a controlling mechanism. Control is not an anathema to professions that are closely associated with the bureaucracy; the nature of the control may however enhance professional matters or retard them. It is felt that professional control over members of a profession is best executed by professional colleagues. Statutory powers were accorded to the Teachers' Professional Council (SATC, now TFC) itself established by legislation. The aim was the exercise of "responsible statutory and professional control and authority over diverse matters relating to a profession ..."⁸⁹, this authority being aimed at "protecting professional independence ... exercising accountable professional control over members and to protect society against unprofessional conduct ...".⁹⁰

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88. Republic of South Africa : South African Teachers' Council For Whites Act, 1976 (Act 116 of 1976).

89. Spies, op. cit., p.42.

90. The subsequent demise of the SATC and the incorporation of this professional council for teachers into the TFC ostensibly because of the lack of adequate powers is interesting in the light of this discussion.

It is a moot point whether a profession is controlling itself on behalf of or for the State. The test of bona fides on the Government's part is the degree of input allowed and acted upon from the professional body to the government policy makers (political office bearers and public officials) and the degree of unilateral decision making and consequent action permitted on the part of the profession by the Government in professional matters. Control is necessary; it may be stifling or creative depending on its extent and configuration provided for under statute.

## 2.9 Professional Association.

The concept of professional consultation and input into policy formation and policy execution implies a considered corporate opinion and professional awareness. Professional association may occur informally as mere social interaction with other professionals. At a deeper level, professional association may refer to :

"a fundamental relationship which unites individuals into groups or societies. (It is) a comprehensive term for the relationships of interstimulation and response, usually of a somewhat enduring nature in contrast to mere contact."<sup>91</sup>

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91. Pratt, op. cit., p.16.

Clayton uses power in this sense to mean more than political influence and control, although political power is of great strategic importance in the life and service of the professions. It relates to effectiveness in influencing action, decision and policy in the entire range of human association.⁸⁴

2.8.3 Control.

The obverse of power is control. In governmental documents on the professionalisation of teaching in the RSA, the word control is central, whether the profession is controlling its members⁸⁵ or the profession is under the control of the Government or its Ministers or officials. The seminal study by Spies⁸⁶ under the auspices of the HSRC was on the Professional Control over the Teaching Profession in the Republic of South Africa and dealt primarily with the "controlling functions regarding training, professional registration and professional conduct (by the professional council established in law).⁸⁷ That the control was not entirely professional is contained in

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84. Loc. cit.

85. Often cast as autonomy.

86. Spies, op. cit., passim.

87. Ibid., p.iv.

At a more formal, organised and structured level, a professional association refers to "an organised group formed in pursuit of some common interest with its own self contained administrative structure and functionaries."<sup>92</sup> As such, a professional association is akin to a trade union which is a voluntary association of working people organised to maintain or further their rights and interests with particular respect to conditions of service and for public recognition of their democratic rights of consent and advice in the management of industry, as well as in the general governmental control.<sup>93</sup>

Differences between professional associations and trade unions revolve around factors such as hierarchical position, based primary on a skill (technical or craft) versus knowledge, and on the appropriate ways of conducting occupational representation and occupational disputation. These differences will be considered in the next chapter.<sup>94</sup> It will suffice in the present discussion to note that the differences are primarily of degree in that all occupational groups stand up for their perceived rights

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92. Loc. cit.

93. Ibid., p.322.

94. Infra., section 3.2.4.

and interests and seek effective means of negotiating with their superiors and with the government policy makers where their decisions affect the interests of the occupation workers and their vocational aspirations.

2.10 Summary

The central concepts of profession, professional, professionalism and professionalisation are delineated and discussed in this chapter. These concepts are complex, having traditional characteristics, as well as modern, symbolic and idealistic nuances of meaning. The shades of semantic meaning are perceived in different ways by different authors. An exposition of many of the nuances of meaning is considered in order to obtain clarity.

Profession has been associated with identified characteristics supposedly found in traditional professional occupations, such as medicine and law. The cognitive, evaluative, corporate and normative dimensions are central to the concept profession. These factors form the basic mechanisms implied in the social contract theory posited as existing between the professionals and society.

Professionalism is concerned with the values implicit in professional practice, and in protecting the individual practitioner and the client.

Professionalisation is the process, whether theoretical or practical, whereby an occupational grouping proceeds to become more professional. Professional association, professional negotiation as well as practitioner welfare and progress are of paramount importance in professionalisation. Related factors in this process, such as status, power and control are considered in relation to professionalisation. Specific consideration is given to the professional association and to the stages identified as occurring in a typical professionalisation process.

These theoretical concepts form the backdrop for the consideration of the professionalisation of teacher educators.

CHAPTER THREE3 Professionalisation Phenomenon3.1 Introduction.

An orientation to the phenomenon of professionalisation from a sociological theory viewpoint is considered briefly as a backdrop to a consideration of professionalisation, specifically within the teaching sphere. Particular consideration is given to the professionalisation of teaching as a professional occupation within a bureaucratic organisation.

3.2 Professionalisation as a Sociological Phenomenon.3.2.1 Occupations and Modern Society

Professionalisation is an occupational phenomenon. As such its manifestations have been studied primarily by sociologists as a construct of social occupational reality. The distinctive character of modern society is typified by Blumer as being :

"massive in scope, highly heterogeneous in composition, endowed with intrinsic pressures towards transformation, and confronted with an ever shifting world to which it has to adjust. It may be viewed ... as struggling for structure."¹

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1. In Vollmer, H.M. and Mills, D.L. (Editors) : Professionalization, Prentice-Hall, Inc., Engelwood Cliffs , New Jersey, 1966, p.xi.

Blumer further perceives professionalisation as representing

"an indigenous effort to introduce order into the free-playing and disorganizing tendencies of a vast, mobile, and differentiated society undergoing continuous change."

With the increasing complexity of modern society, an equally complex division of labour and specialisation of function<sup>2</sup> is noted. Behr comments on the way that professions define and defend their share of the job market<sup>3</sup> whilst from another perspective Spies<sup>4</sup> comments on the increasing number of occupations striving for or laying claim to professional status in the twentieth century in spite of the boundries of such occupations remaining fluid and indistinctly delineated in that to a greater or lesser extent all occupations possess the same characteristics. The differentiating factor between professional and non- professional occupations lies in the degree, scope and intensity in which specifying characteristics are present in an occupation. The distinction between professions and non-professions

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2. Vollmer and Mills, ibid., p.46.
3. Behr, A.L. "The Role of the Universities in Education for the Professions", Bulletin for Academic Staff, Faculty of Education, University of Durban-Westville, Volume 6, Number 3, 1985, p.16.
4. Spies, P.G. van Z, : Professional Control Over the Teaching in the Republic of South Africa, HSRC, Report No. 0.65, 1978, p.1. and p.5.

are differences of degree not of kind.⁵

In spite of this lack of clarity in social and occupational structure, the phenomena of an industrialising society being a professionalising society⁶ is evident. Lewis and Maude declare that the history of professions is the history of specialisation based on

"the realisation that breadth of experience, liberality of education, and an understanding of fundamentals must somehow be preserved in professional training if the specialist is to be adequate to his task."⁷

This link between the occupational grouping, the individual practitioner and the specificity of occupational knowledge is upheld by Spies:

"The trend towards professionalism in modern industrial society is very closely linked with the increase in the division of labour, which continually promotes specialisation and consequently gives rise to continued application of new technical and scientific knowledge ... (and gives rise to the) ... gradual development of a feeling of mutual identity amongst the members of a specific occupational group."⁸

Professionalisation as perceived in this context amounts to ensuring occupational standards of excellence, establishing

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5. Ibid., pp.8-9.

6. Goode in Vollmer and Mills, op. cit., p.46.

7. Lewis, R. and Maude, A. : Professional People, Phoenix House, London, 1952, p.14.

8. Spies, op. cit., p.5.

rules of professional conduct, developing a sense of responsibility amongst practitioners within an occupation, setting criteria for recruitment and training, ensuring a measure of protection for members, establishing collective control over the occupational area and to elevate the occupation and its members to a position of dignity and social standing in society.<sup>9</sup> Blumer comments that the pursuit of such complex goals is one of the most notable trends in the shaping of modern life, albeit fraught with difficulties and problems.<sup>10</sup>

In essence the rise of professions is seen as a response to rapid social change with individual members of "mass society" linked by occupation, coming together and organising themselves in order to pursue collective goals.<sup>11</sup>

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9. Blumer in Vollmer and Mills op. cit., p.xi.

10. Loc. cit.

11. Podmore, D. : "The Professions - A Sociologist's Comment", The Australian Journal of Higher Education, Volume 3, Number 3, December, 1969, p.226.

3.2.2 Profession as a Knowledge Mandate.

Professionalisation and professional status are founded upon a greater degree of knowledge, both in the extent and the degree of difficulty of the knowledge. This knowledge is typified as esoteric knowledge and it leads to increasingly specialised skills. Jarvis holds the foundation of every occupation claiming professional status is knowledge and its application¹² whilst Etzioni contends that the basis of professional authority is knowledge.¹³

The knowledge and contingent skills are developed and controlled within the profession corporate. Starr notes the authority for modern professions is not embodied in the individual, but in the community that has validated objectively the competence of its members.¹⁴ Essentially in a professionalised occupation :

"The professional offers judgements and advice, not as a personal act based on privately revealed or idiosyncratic criteria, but as representative of a community of shared standards. The basis of those

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12. Jarvis, P. : Professional Education, Croom Helm, London, 1983, p.29.
13. Etzioni, A. (Editor) : The Semi-Professions and their Organisations : Teachers, Nurses, Social Workers, The Free Press, New York, 1969, p.xiii.
- 14 In Case, W.C. et alia : "The Holmes Group Report : Impetus for Gaining Professional Status for Teachers", Journal of Teacher Education, July/August 1986, p.36.

standards in the modern professions is presumed to be rational enquiry and empirical evidence." <sup>15</sup>

### 3.2.3 Occupation, Class Indices and Ideology. <sup>16</sup>

Professionalisation is in effect a means whereby social status is enhanced. Professions are in essence no different from other occupations; they are different because of attitudes held by the profession vis-a-vis society and vice-versa, which result in them being accorded a higher standing within the social and occupational structure.

Larson contends that "the notion of profession is shaped by the relationships which these special occupations form with a type of society and a type of class structure." This posits professions as more than just occupational categories per se; an interaction with the basic societal structures is also evident. In terms of a social stratification system, professions and professionals are found in the upper middle or middle classes. Individual professional status is a middle class attribute and a typical aspiration of the

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15. Loc. cit.

16. All references in this section are based on :

Larson, M.S. : The Rise of Professionalism : A Sociological Analysis, University of California Press, Berkeley, 1977, pp.xv-xvi.

unless otherwise indicated.

socially mobile children of industrial or clerical workers.¹⁷

The class mechanism of professionalisation is viewed in similar terminology to the classical class theorists. Occupational groupings which stand high in the scale of material and symbolic advantages also tend to rank in the possession of marketable skills. This is achieved by the control and monopoly of the scarce resources, specialised knowledge, skills and expertise, resulting in social and economic rewards. At times the professionalisation process may have involved an artificial manipulation to create a scarcity and a monopoly in expertise thereby monopolising a channel of social mobility. The impetus of the increasing trend towards professionalisation has gained a momentum of its own with occupations vying for the accolade of profession and its accompanying social kudos and advantages. Larson interprets this trend as :

"The persistence of profession as a category of social practice suggests that the model constituted by the first movements of professionalisation has become an ideology - not only an image which consciously inspires collective or individual efforts, but a mystification which unconsciously

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17. It is interesting to note that in the literature on the Sociology of Education, education is cited as a fundamental means of social mobility. The social class origins of teachers in comparison with the social class classification of their children upon maturity would tend to bear out this notion of social aspiration and social mobility.

obscures real social structures and relations ... justifying inequality of status and closure of access in the occupational order".

Such social engineering would suggest a scenario of conivance between the central power in the country, the Government, and discrete occupational powers, the professions, to their mutual advantage. The Government could empower the professions; the professions could toe the political power line for occupational and practitioner advantage. Such a hypothesis could explain the difference between the trade union and the professional association<sup>18</sup> in dealing with the Government.

Sociological cynicism of the ideology of professionalisation goes much deeper, and challenges whether the professional phenomenon has any definitive characteristics at all. No clear empirical evidence is found for the attributions claimed. Friedson has challenged the degree of prolongation, specialization and theoretical orientation of knowledge required as a basis for profession.<sup>19</sup> Etzioni has declared that teaching can never achieve full professionalisation as the knowledge base can never achieve a sufficient esoteric level required of a true profession.<sup>20</sup> The ethical claim

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18. See *infra*, (Ozyga and Lawn), Chapter 5, Section 5.2.

19. In Larson, *op. cit.*, p.xi.

20. Etzioni, *op. cit.*, p.xii.

of professions has been challenged as to whether the implicit assumption, that the behaviour of individual professionals is more ethical, as a norm, than the individuals in lesser occupations, can be established in fact or whether it is mere professional rhetoric. Similarly the notion of a profession as a community, in comparison with other occupations, has been challenged. The competence and service ideals which play a central role in the sociological ideal-type are dismissed as a mere rationalisation for the self justification of professional privilege. The validity of the sociological model has been challenged in some way or other at almost every step; "these ideal-typical constructions do not tell us what a profession is but only what it pretends to be."²¹ Although these negative claims are cause for consideration, they must be viewed as theoretical commentary on theoretical constructs. Hobbes reminds that the "Reputation of power is power"²² and Elliot declares :

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21. Larson, op. cit., p.xii.

22. Quoted in :

Gerstl, J. and Jacobs, G. (Editors) :  
Professions for the People : The Politics of Skill,  
 Schenkman Publishing Company, Cambridge, Massachusetts,  
 1976, p.43.

"The aim ... is not simply to explode this professional ideal as a myth. Unlike the social critic, the sociologist must recognise that the ideal itself is a real phenomenon."<sup>23</sup>

Becker<sup>24</sup> considers profession as denoting a honorific symbol based on conventional beliefs and supported by a substantial degree of agreement on a set of interconnected characteristics which symbolize a morally praiseworthy kind of occupational organisation. The symbol of the ideal profession consists of a set of ideas about the kind of work done by a real profession, its relations with members of other professions, the internal relations of its own members, its relations with clients and the general public, the character of its own members' motivations and the kind of recruitment and training necessary for its perpetuation. These characteristics have, in the symbol, a necessary kind of relationship. Whether in fact the relationships are true is not the issue; what is relevant is that they must be

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23. Elliott, P. : The Sociology of the Professions, The Macmillan Press Ltd, London, 1972, p.94.

24. In :

Henry, N.B. : Educating for the Professions : The Sixty First Yearbook of the National Society for the Study of Education : Part Two, The Yearbook Committee, The National Society for the Study of Education, Chicago, 1962, passim.

Becker's views form the basis for the ensuing discussion.

believed to hold true if the occupation is to be a real profession and its work is to be done in a morally praiseworthy manner. The symbol includes factors such as :

(i) the monopoly of an esoteric and difficult body of knowledge considered necessary to the continuing functioning of society, consisting of abstract principles derived from scientific research and logical analysis and applied in a non-routine way in each instance;

(ii) recruitment is essential to screen only the most capable persons to absorb and utilise this knowledge, which is acquired via lengthy training;

(iii) entrance to professional practice must be rigorous and selection must be controlled and administered by the professional practitioners themselves, as must the educational requirements and, in the same way, the educational institutions.

(iv) members of the professional group must be considered as fully competent to supply the professional service;

(v) as a profession monopolizes a socially important body of knowledge which can be abused to enrich its members or to enlarge its power rather than serving the best interests of its clients and society, the profession symbol portrays altruistic motivations and professional activities governed by a code of ethics which heavily emphasises devotion to

service and the good of the client, whilst condemning the misuse of professional skills for selfish purposes, the ethical code being suitably enforced by appropriate professional disciplinary bodies; and

(vi) the profession and the professional occupy an esteemed position in society usually in terms of high income and prestige for the practitioner and an aura of importance for the professional association, especially in the areas of professional competence or concern.

The elements that compose the profession symbol represent a standard, derived from society's consensus, for assessing an occupation's moral worth or for dictating what ideally it ought to be like. The symbol contains an ideology which provides the justification and rationale for professional autonomy in that the professionals themselves are the only judges of what they do. The client suspends his judgement and responsibility and the professional is responsible for the client's interests.

Occupations striving to become professions use the profession symbol in an attempt to increase their autonomy and raise their prestige by appropriating as many features of the symbol as is practical. This process would constitute professionalisation.

Becker²⁵ distinguishes the symbol from reality which deviates from the ideal because of social forces within the various occupational structures on the one hand, and individual practitioner variations in competence in providing the core service on the other. Neither do the clients comply with the ideal type of the symbol: they continually make judgements about the work and capabilities of professionals they employ. This right of judgement makes sense in that the code of ethics designed to protect the client is not always functional and effective. Nor are professionals autonomous; they are constrained by their clients' wishes and to some extent by bureaucratic systems of rules enforced within the institutions in which they work.

Even although symbols have shortcomings in practice, they are useful to help individuals and groups to organise their lives, to embody conceptions of what is good and worthwhile, to enhance the possibility of purposeful collective action and to make more likely the realisation of ideals held by large segments of society.

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25. Ibid., pp.40-45.

Hoyle highlights that the criteria identified to categorise an occupation as a profession are not purely descriptive; value assumptions are built in and are inherent in the concept of a profession:

- (i) a profession is an occupation which performs a crucial social function;
- (ii) the exercise of this function requires a considerable degree of skill;
- (iii) this skill is exercised in situations which are not wholly routine but in which new problems and situations have to be handled;
- (iv) thus, although knowledge gained through experience is important, this recipe-type knowledge is insufficient to meet professional demands and the practitioner has to draw on a body of systematic knowledge;
- (v) the acquisition of this body of knowledge and the development of specific skills require a lengthy period of higher education;
- (vi) this period of education and training also involves the process of socialisation into professional values;
- (vii) these values tend to centre on the pre-eminence of clients' interests and to some degree they are made explicit in a code of ethics;

(viii) because knowledge-based skills are exercised in non-routine situations, it is essential for the professional to have the freedom to make his own judgements with regard to appropriate practice;

(ix) because professional practice is so specialised, the organised profession should have a strong voice in the shaping of relevant public policy, a large degree of control over the exercise of professional responsibilities, and a high degree of autonomy in relation to the State; and,

(x) lengthy training, responsibility and client-centeredness are necessarily rewarded by high prestige and a high level of remuneration.<sup>26</sup>

Yet, not all accept this value system as valid. Becker's profession symbol is not embraced by all theorists. The critics of professionalisation argue that:

(i) the functions of practitioners are no more critical to the well-being of members of society than those of many other occupations;

(ii) the skills required, and particularly the need for a

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26. Hoyle, E. and Megarry, J. (Editors) : World Yearbook of Education 1980 : Professional Development of Teachers, Kogan Page Limited, London, 1980, p.45.

systematic body of knowledge, have been greatly exaggerated by the protagonists of professionalisation;

(iii) the values of professionals are no less self-interested than those of other occupations;

(iv) the autonomy claimed by the profession as a whole, and for individual practitioners, is unnecessary and is proposed only as a means of avoiding accountability to society in general and to individual clients in particular; and

(v) the high prestige and rewards enjoyed by the professions have not been bestowed by a grateful society but have been acquired by the professions through the exercise of power and influence.²⁷

Critics have interpreted the call for increased professionalisation by teachers as serving

"to exaggerate the knowledge which teachers require to maintain an arbitrary distance between teacher and taught, to mystify the public and hence to act as a protection against accountability, and to gain influence and prestige in society generally."²⁸

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27. Ibid., p.46.

28. Ibid., p.49.

It is a moot point at what stage autonomy allows a professional to function optimally, at what point public interference inhibits his professional performance, and at what point deception is covered by the autonomy ideology.

Quis custodiet? : who will judge - the profession, the public or the Government?

For the professions that deal with people, it is felt that "intuitive, experiential and common-sense knowledge is much more in the client's interest than the bogus attempt to use cognitive systematic theoretical knowledge<sup>29</sup>." Halmos feels that systematic knowledge has a place in professional practice, but "must remain subordinate to the quality of the relationship between practitioner and client and to the values which should inform that relationship".<sup>30</sup>

Similarly Reiff partially debunks the importance of professional expertise :

"Every professional occupation includes a large component of non-professional knowledge and technology in its professional practice - intuition, common sense, folkways, and cultural and moral values. There is no reason to believe that professionals are more effective or better equipped in their use of this non-professional knowledge and skill because of their more professional (ie. esoteric) knowledge. In fact, they tend to organise their use of non-professional knowledge and skill for their own purposes rather than the client's.

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29. Ibid., p.46.

30. Loc. cit.

They aggrandise non-professional knowledge, pretending to have a much greater range of professional esoteric knowledge and skill than, in fact, exists".

It is readily apparent that professionalisation is a contentious issue in terms of its meaning, the claims that are made on its behalf and the motivations that cause an occupation to aspire after professional status.

3.2.4 Professionalisation, Representation and Unionism.³¹

Professionalisation is a grouping process based on a common occupational identification. Groups may be powerful in a political sense, even to the point of representing a threat to the State. Professionalisation can be viewed as a strategy for the control of professionals manipulated by the State while at the same time protecting the professional group against dilution. The group's cohesiveness in standing together against governmental and public pressures and in speaking with a common voice for the profession represents occupational action akin to unionism as found in the blue

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31. This section is based on

Ozyga, J.T. and Lawn, M.A. : Teachers. Professionalism and Class : A Study of Organised Teachers, The Falmer Press, London, 1981, passim.



collar worker occupational groupings. The difference is that professions are not politically aligned and their modus operandi is not strike action, but via responsible consultation and cooperation based on a consultive pattern. The State's role may be perceived as fostering professionally responsible behaviour in return for a measure of professional autonomy.

The National Union of Teachers<sup>32</sup> has always recognised the relationship between the welfare of the general public and their own interests. Similarly, the greatest danger to professional unity has been perceived as alignment with political groups.<sup>33</sup> The approach of a profession to influence events and trends has been via indirect pressures on parliamentary representatives, local representatives and by representations. This process which is responsible, consultative and collaborative, has been dubbed "the friendly conspiracy."<sup>34</sup>

It should be noted that trade unions also use a mutual insurance approach with collective bargaining for occupational betterment. Trade unions are also concerned

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32. A British organisation.

33. Ozyga and Lawn, op. cit., p.x. and p.6.

34. Ibid., p.9.

with matters such as raising the standards of perceived competency, improving the professional equipment and knowledge of members, educating management as to the best manner to conduct the trades and to endeavour by every means to increase the status of the various trades in the public estimation. The profession differs in its ideology³⁵ and in the means of accomplishing its objectives. The occupation will negotiate and bargain to the ultimate point of strike action, over matters such as conditions of service.

In a profession such as teaching, for example, the State is the most powerful force in education and has a vested interest in opposing the establishment of a self-governing teaching profession. This is an accepted procedure in most countries, as education may be used as a powerful political mechanism, and similarly abused for political ends. Yet a balance must be maintained between education autonomy and political control. Professionalisation may become a means of controlling the occupation of teaching. Mediation occurs when the State intervenes between the practitioner and the client in order to define needs and/or the manner in which such needs are catered for, and this differs somewhat from a trade union approach. Johnson perceives such mediation as

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35. Profession symbol.

creating a category of "state professionals" whereby various occupations are increasingly incorporated into the organisational framework of government agencies<sup>36</sup>, with all that implies in terms of financial dependence and commitment to the bureaucratic roles<sup>37</sup>. In effect, State mediation fosters dependence on the State rather than promoting independence and autonomy, and leads to the incorporation of the occupation into the context of government decision making. The teaching professional associations, for example, become part of the educational policy making process, their influence being through negotiation and compromise resulting in consensus. In this way the professional association becomes part of the political pressure group system, a legitimised group as one which has been accepted as having the right to be consulted by the Government prior to policy authorisation. Such an association is therefore part of the authorised system and as such concerned with the maintenance of the system which carries authority. It is itself part of the social control mechanism. The relations fostered with Government are accordingly consensus based rather than conflict based. In this regard, professional registration

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36. Termed "departments" in the RSA.

37. Ozyga and Lawn, op. cit., p.18.

epitomizes the State's right to manage education.³⁸ Modern professionalism is compatible with the State perspective as the emphasis is on social service rather than the personal service orientation of yore. The broad social consequences of the provision of services in general is a common perspective for the profession and for the State. Practitioners are incorporated as advisers and experts within the context of governmental decision making.³⁹ Professional association for the teacher educators and for representation in matters of policy making and advising will be discussed below.⁴⁰

3.2.5 Professionalisation Process in Practice

Theoretical orientations need to be realised in practice if the professionalisation of an occupational group is to be accomplished to some degree. Millerson has isolated certain

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38. The TFC is a representational body evolved from various professional associations. It is responsible for the professional registration of teachers and teacher educators. It negotiates with the State, but is not an advisory body per se.

39. The teaching profession vis-avis the bureaucracy will be considered infra, - section 3.3.4.

40. Chapter Six, infra.

factors which contribute to successful professionalisation<sup>41</sup>:

(i) the occupation must be capable of separation from its milieu, enabling practitioners to profess a distinct speciality. The essence of separation is the capacity to present new forms of knowledge or practice;

(ii) an opportunity must be provided to acquire the required knowledge and practice. If professional education and training is instituted, standards of practice can be raised, uniform practice can be induced, certification can be required and new techniques can be developed and passed on;

(iii) self consciousness by emerging professionals must be developed. This is the most important element as, until members of an occupation realise their collective existence as a group, the movement towards professionalisation cannot really begin. A plea for professional status remains insufficient. The "cause" must be realised and recognised by society, in part or in whole; and

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41. All references in this section are based on

Millerson, G. : The Qualifying Association : A Study in Professionalization, Routledge and Kegan Paul, London, 1964, pp.10-13.

unless otherwise stated.

(iv) the occupation must be recognised and accepted as a profession by society in order to achieve professional status. Recognition may entail, inter alia; remuneration; delegation of power and authority; use of services in preference to others; official acknowledgement of separate existence; requests for advice; and the presentation of special status symbols and honours. Most occupations have to gain public estimation by means of an organised group, the professional association, which strives to enhance its public image and to acquire status for its members on a collective group basis.

3.3 Professionalisation and Teaching.

3.3.1 Introduction.

Teacher educators are occupationally most closely aligned with teachers in that they have all trained and practiced as teachers prior to taking up posts at colleges of education. Their alliance with university lecturers and other tertiary colleagues tends to be more remote and contact more infrequent. Yet in a real sense, teacher educators should perhaps be identified more with tertiary academic and professional teachers, including other teacher educators at universities and technikons. Yet in the RSA geographical barriers, cultural barriers and political barriers inhibit such association on a personal or group basis. Teacher educators have therefore retained their close links with

teachers.⁴² This tendency has been further reinforced by colleges of education being controlled by the same authorities that control schools. Because of the ties between teachers and teacher educators as occupational groups, the professionalisation phenomenon will be briefly reviewed vis-a-vis the teaching profession.

3.3.2 Antecedent Teaching Status.

To discuss the professionalisation of a profession implies either that it is making an initial effort to become a profession or to become more professional by proceeding along the path to increased professionalisation. Implicit in this idea is the acknowledgement that the profession is lacking somewhat in professional status or attributes. The factors which have undermined the full realisation of the professional status of teaching are similar throughout the

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42. At a local college of education 73 out of the 80 lecturers belonged to the local teachers' associations prior to statutory pressure being applied to join such an association.

Western world and need to be explicated<sup>43</sup> as follows hereunder.

(i) Teacher training, even in the early part of this century, was conducted in "normal schools". Candidates did not require a senior certificate and their training generally did not transcend the senior certificate level. Mastery of the school curriculum was considered an adequate academic training.

(ii) Professional training was not based on theoretical grounds. An indentureship, typified as "sitting with Nellie", consisted of on-the-job training by modelling on the master craftsman (ie Nellie).

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43. The factors cited below are based on

Banks, O. : The Sociology of Education, Third Edition, B.T. Batsford Ltd, London, 1979, pp.159-166.

unless otherwise cited. The relevance and appropriateness of these factors to the South African experience are contained in

Niven, J.M. : Teacher Education in South Africa : A Critical Study of Selected Aspects of its Historical, Curricular and Administrative Development., passim. (Unpublished doctoral dissertation in two volumes.)

and in

Malherbe, E.G. : Education in South Africa, (Volumes I and II), Juta & Co., Ltd., Cape Town, 1977, passim.

(iii) The resultant lack of respectability in the training and task is still reflected in the low esteem in which teaching degrees are generally held within the academic community. It is still held by a sector of the public that teachers can be fully trained merely by aping the actions and methods of an experienced teacher. Little recognition or credence is given by the lay public of theoretical advances and the academic demands implicit in the extended training required of a teacher in training today. Old perceptions are hard to counter or eradicate.

(iv) Teaching is numerically the largest profession. With the advent of universal education, the problem of the rapid rate of expansion posed a recruitment problem exacerbated by the low esteem of the practitioners and the poor conditions of service. Conscripts were often inadequate and added to the negative perceptions of teaching by the public. This in turn affected recruitment adversely.⁴⁴

(v) Capable men candidates, in many instances, took up teaching as a convenient interim occupation until they found

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44. This phenomenon is being experienced to some extent amongst Black teachers in the RSA with the politicisation of education which has culminated on various occasions in school boycotts, the teachers usually finding themselves in an invidious, even untenable, position.

something better.<sup>45</sup>

(vi) Teaching was one of the few occupations that women could enter, and teaching is today predominantly a female profession. As such it has suffered, along with the inferior status of women, the lack of power and esteem that arises from the degree of servility in which women are held.<sup>46</sup>

(vii) The above two points together constituted a rapid turnover of staff, the women moving geographically on marriage or with their husband's movements in their careers, and the absence of women from schools for child and family commitments, which resulted <sup>47</sup> in the inability to build a stable profession.

(viii) Teaching, as the largest professional cohort, has suffered in various ways. Conditions of service tend to be depressed by the financial implications inherent in the magnitude - any marginal improvement, in salary say, has a cost multiplication effect of considerable proportion.

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45. Kandal, I.L. : American Education in the Twentieth Century, Harvard University Press, Cambridge Massachusetts, 1957, p.198.

46. This in spite of woman's liberation and woman's rights movements throughout this century.

47. And to an extent still results

(ix) The size of the teaching profession has given rise to a considerable number of unqualified and underqualified practitioners.⁴⁸ For the same reason, teaching is still a long way from being a graduate profession. Control over admission, a common criteria in teacher education, has not been possible historically and is only marginally possible at present.⁴⁹ The teacher's role is diffuse and bedevils precise definition for registration purposes.⁵⁰

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48. In South Africa this is particularly noticeable. Even in the White population (the economically favoured group in the past), persons with a two year post secondary teaching qualification co-exist with basic four year trained colleagues. Some of the former hold promotion posts.

49. For example, degrees could not be required as an academic admission pre-requisite. Even a so-called grandfather clause to protect current incumbents would not work - the numbers would be unwieldy, colleges do not award degrees, and a sufficient number of applicants of a sufficient calibre is hypothetical given current circumstances.

50. There would be a need to differentiate school teachers, inter alia, from occupations as diverse as creche assistants, private correspondence college teachers and tutors giving extra lessons, for example.

(x) Any improvements would take years to implement fully<sup>51</sup> and a lag in universal upliftment is inevitable. Concurrently, the other professions and the general public are improving their levels of education and training so that an exalted professional position would probably require post graduate training to be realised, a hopelessly idealistic aspiration at present even if considered necessary or desirable.

(xi) The relative lack of status of colleges of education vis-a-vis the universities, including that of their lecturers and their diploma qualifications, has arisen historically<sup>52</sup> and perpetuates the low standing of the teaching profession, as the professional training institution and professional qualifications can confer status and esteem on its practitioners. Conversely, relative lack of status and esteem can be transferred to the

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51. In this regard it should be noted that the first White senior primary degreed teachers trained in Natal graduated this year (1987). The same cannot yet be said for junior primary teachers.

52. The colleges emerged from the normal schools in many instances and carry the stigma of the lower academic status associated with secondary education as opposed to tertiary education.

practitioners.⁵³

(xii) The summation of the above factors is found in the commonly held belief that anyone can teach. This arises from an amalgam of reasons, primarily the large numbers who enter teaching, the supposed and relative ease of acquiring the knowledge component when compared with the esoteric knowledge of other professions and the familiarity with the teaching profession via universal schooling over a considerable period of time.

These typical factors hold true for the South African situation and are further exacerbated by the first world/third world nature of South African society, the differential rates and degrees of advancement in schooling both within and between the various racial groups and the effects of the Government's apartheid policy on educational provision, educational structures and the lack of occupational unity and cohesiveness. The division of education on political grounds based on a cultural discreteness philosophy, has fragmented the commonalities on

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53. Graduate teachers may perhaps lay claim to greater status because of their university training although no salary differential for teachers is applied between degree and diploma qualifications in the RSA



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which a unified teaching grouping could be established.<sup>54</sup>

In South Africa, political divisions have added to the adversities commonly experienced in many other countries by the teaching profession. These political schisms need to be addressed along with the more traditional problems encountered in any attempt to raise the status of the teaching profession by increased professionalisation.

### 3.3.3 Professionalisation Within a Teaching Context.

It is contentious amongst certain theorists<sup>55</sup> as to whether teaching can in fact achieve a reasonably full professional status. Haberman<sup>56</sup> has cautioned against the use of metaphors from established professions being applied to education, especially those whose conditions of practice are less controlled by the public. He suggests that analogies from professions with problems and conditions of practice similar to education are more helpful.

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54. The contention here is not that the diverse and unique elements are of no consequence ; it is contended that the common elements have lost their consequence because of the divisions within educational administration and provision.

55. For example, Etzioni, op.cit., passim. This section is based on Etzioni's thinking unless otherwise indicated.

56. In Case, op.cit., p.36.

Etzioni has typified teaching as a semi-profession. A semi-profession is, in his classification, based on the following factors :

- (i) a shorter training period is required;
- (ii) the claim to being a profession is less legitimised;
- (iii) its claim to professional status is based upon a less specialised body of knowledge; and
- (iv) the occupational group has less autonomy from supervision and societal control.

Etzioni differentiates between professional authority, in which the ultimate justification for a professional act is a function of the professional's knowledge and his conscience that it is the right act, and administrative authority in which the ultimate justification is in line with rules and regulations and has been approved, albeit implicitly, by a superior rank.

For Etzioni the basis of professional authority is knowledge and he contends that, in the semi-professions, theoretical study is replaced by the acquisition of technical skill. Furthermore, the goal of the primary school is perceived largely to be to communicate rather than to create or apply knowledge.

The fact that women comprise the bulk of the workforce is typical of semi-professions and it is held that women are less conscious of organisational status and more submissive to external control and authority.

The dual responsibility of teachers to their clients⁵⁷ and to their employer⁵⁸, who to some extent determine the kind and quality of service which is to be provided, is noted.

Goode ⁵⁹ contends that a profession cannot claim autonomy or generate trust unless the client or society can in fact be harmed because of unethical or incompetent work by the practitioner - the profession has to be trusted.

Professional service implies service of a special order and of a special quality.⁶⁰

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57. ie. the parents and the pupils.

58. As represented by the public, Government or education department.

59. In

Gilbert, C.B. : "Professionalism and the Status of the Teacher", Education Journal, Volume 90, Number 2, September 1980, p.9.

60. In Henry, op. cit., p.16.



When comparing teaching with the archetype profession in the literature - the medical profession - teaching may indeed fall short of the criteria applicable to the medical profession. Yet nowhere in the relevant literature is it explicitly argued that the medical profession is the ultimate and fundamental template of professionalism. This is not to disparage the medical profession in any way. In studying professions, the medical profession is conventionally discussed and analysed. Any comparisons of other professions with the medical profession, especially an idealised version of the medical profession which has become atrophied in the literature and may not exist in that form any longer<sup>61</sup>, may imply that another profession is less professionalised. It certainly confirms that the other profession is not medicine; perhaps this is all it confirms?

On the one hand, Hughes<sup>62</sup> insists that the question as to whether an occupation is a profession, or really a profession, is false and he would rather consider the

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61. The implicit control of the medical profession, as occasioned by the various medical aid schemes mounting a concerted resistance to proposed fee and tariff increases, for example, would point to a different reality from the classical view perpetuated in the literature, at least for some segment of the medical profession.

62. As quoted in Vollmer and Mills, op. cit., p.v.

circumstances in which people in an occupation attempt to turn it into a profession and themselves into professional people. Judge⁶³, on the other hand, decries the acquisition of marketable skills and competency approach as conspiring to canonize an apprenticeship model, as well as attempts to confer professional acceptability upon teaching by associating it with the prestige and values of a university and thereby distancing both teacher training and educational research from the perceived needs of the "real" world.

Two approaches to the professional status of teaching are discernible. The first approach is an idealistic rationalisation of why teaching does in fact meet the criteria generally specified. Seymour maintains that the teacher :

- (i) possesses a body of knowledge and skills related and essential to the business of teaching;
- (ii) is prepared to make judgements in his capacity as a teacher and to take appropriate action if necessary;
- (iii) is responsible for the consequences of his judgements and actions;

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63. In Hoyle, op. cit., pp.340-349.

(iv) places primary emphasis on his functions to serve society;

(v) works with his colleagues in developing and enforcing standards which are basic requirements for the continuous improvement of his profession and in his personal practice observes such standards;

(vi) engages in a continuing search for new knowledge and skill; and

(vii) practices his profession on a full time basis.<sup>64</sup>

Whether contentions can be operationally defined and empirically demonstrated is debatable. Without a sound comparative basis, whether teachers pursue these factors as rigorously as medical practitioners or more assiduously than motor car mechanics, for example, is a moot point.

The second approach argues that the question is not so much whether teaching is a profession, but whether teachers can be persuaded to act as professionals,<sup>65</sup> both in their old practitioner role and their more recent professional role.

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64. In Vollmer and Mills, op. cit., p.127.

65. Stinnett, T.M. : The Profession of Teaching, The Centre for Applied Research in Education, Inc., New York, 1962, p.11.

"Professionalism is a state of mind, not a reality. Neither statute nor regulation, neither code nor shibboleth will make a teacher a professional".⁶⁶ This individual approach points to practitioner excellence rather than status and public acclaim. It is the professionalism approach as opposed to the professionalisation approach⁶⁷ and concerns itself with teacher self-reliance and direction, teacher resistance to over-supervision and the fact that teaching tasks are too complex to be dictated by rules and routines.⁶⁸

The professionalisation movement in teaching has advanced in spite of the judgements of the theorists. Of significance is not whether a move has been made towards becoming a professional, nor whether teaching has arrived at some plateau of professional advancement. The emphasis has been on the movement towards a greater degree of professionalisation, as is evident in many other occupational groups.⁶⁹

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66. Vollmer and Mills, op. cit., p.129.

67. q.v. Chapter Two.

68. Stinnett, op. cit., p.54.

69. This trend has not really been much in evidence in teacher education in the RSA until relatively recently, hence the present study.

### 3.3.4 Professionalisation, Teaching and Bureaucracy.

The whole concept of the professionalisation of teaching has been circumscribed by the fact that teachers are predominantly State employees and as such work within a bureaucratic framework, at least to some degree.

Carr-Saunders and Wilson<sup>70</sup> have classified such professions as being "socialized" which they define as a profession in which the State employs technicians to give direct service to individual members of the public, as opposed to the professional civil servant who is employed to assist and advise the Government.

Even with this distinction, teaching is considered as sullied by its association with the bureaucracy. The classic formulation of the bureaucracy was postulated by Max Weber, its central characteristic being described as "formalistic impersonality"<sup>71</sup> in that its dominant norms are concepts of straightforward duty without regard to personal considerations. This is considered to be the basis of the antithetical character of professions and bureaucracies.

Davies<sup>72</sup> describes bureaucracies as:

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70. Lewis and Maude, op. cit., p.172.

71. Dingwell, R. and Lewis, P. (Editors) : The Sociology of the Professions : Lawyers, Doctors and Others, The Macmillan Press Ltd, London, 1983, p.213.

72. Ibid., p.177.

"devices for partitioning work activities and coordinating them through a hierarchy of offices based on a legal-rational pattern of authority and involving hierarchical coordination and routine rule following."

Dingwell has tabulated the differing emphasis of bureaucracy and professionalism according to key criteria as a basis for considering the conflict between the two modes of operating.
(Compare Table 1)

Table 1 : Model of professional/bureaucracy conflict⁷³

Factor	Bureauracy	Professionalism
task	partial, independent, with others	complete, sole work
training	short, within the organisation, a specialised skill	long, outside the organisation, a total skill
legitimation for act	is following rules	is doing what is to the best of his knowledge correct
compliance	is supervised	is socialised
loyalty	to the organisation	to the profession
career	ascent in the organisational hierarchy	often no further career steps in the organisation

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73. Ibid., p.178.

Scott identifies four major areas of conflict between professionals and bureaucracy, ie. professional's :

- (i) resistance to bureaucratic rules;
- (ii) rejection of bureaucratic standards;
- (iii) resistance to bureaucratic supervision; and
- (iv) conditional loyalty to the bureaucracy.<sup>74</sup>

It is apparent that profession and bureaucracy are antithetical at the level of structural principles for organising work and at the level of motivation and compliance. Corwin has distinguished dichotomies between bureaucratic and professional positions with regard to certain factors, viz. :

standardisation (which is low for professional and high for bureaucratic) ;

decision making (which is decentralised for professionals and centralised for bureaucratic), ; and

specialisation (which is client-oriented for professionals and task-orientated for bureaucratic).

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74. Vollmer and Mills, op. cit., p.265.

The autonomy, values and expertise of the professional are basically incompatible with the hierarchical authority position within a public employing institution. Allegiance is owed by the professionals to their profession and to the institution in which they are employed, generating a conflict of loyalties in that when professionals are employed in large institutions they must inevitably sacrifice some of their professional autonomy and conform to organizational rules.⁷⁵ Because the bureaucratic professional performs only a portion of the activities required in a task, there is no basis for making rational judgements concerning choice of objectives or means, and no professional discretion can be exercised. The professional is guided by a general set of rules and expected to follow regular procedures and these cannot be flaunted as the professional does not have an overall picture. His performance can only be evaluated on conformity or deviance, not on autonomous judgement and expertise.⁷⁶ For the teacher, the Department, the principal and the curriculum may all represent aspects of the machinations inherent in a bureaucratic mode of functioning.

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75. Podmore, op. cit. p.229.

76. Vollmer and Mills, op. cit., p.269.

Bureaucratisation has increasingly become a function of professionalism within a modern society. Wilensky holds that "The culture of bureaucracy invaded the professions; the culture of 'professionalism invades organisations."<sup>77</sup> Etzioni<sup>78</sup> notes that student professionals are often trained, in part at least, in bureaucratic frameworks, thereby undergoing a process of anticipatory socialisation. Yet bureaucratic rules and authority are viewed as infringing upon the professional's freedom to apply his knowledge and skills according to his judgement and convictions because professional control is characterised<sup>79</sup> as being exercised from within and not according to a hierarchical position. This duality of control between internalised professional norms, expert knowledge and the professional community, and the administrative rules and hierarchical superiors is termed heteronomy by Etzioni.<sup>80</sup>

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77. In Etzioni, op. cit., p.151.

78. Loc. cit.

79. Loc. cit.

80 Ibid., p.153.

3.4 Summary

An increasing number of occupations are aspiring to professional status. Some authors see this phenomenon within sociological structural theory as valid in terms of occupational specialisation and the concomitant division of labour. Other authors perceive professionalisation as a rationalised stance based on a play of power for a disproportionately enhanced occupational status and related reward based in turn on the idealised image of professionalism.

One side argue that the primary 'sufficient and necessary' condition for professionalisation is an esoteric body of knowledge and a mandate for its beneficent use. The other side argues that professionalisation is an ideology for establishing occupational classes in society, thereby ensuring an enhanced status for those occupations that professionalise successfully.

Etzioni has cast teaching as a semi-profession, based primarily on the alleged non esoteric nature of the knowledge involved in teaching and, by implication, in teacher education. The claim to professional status by teachers may be viewed as an attempt to associate with the 'honorific symbol' perception associated with the epithet 'professional', which is purportedly used for professional self-seeking ends within the social ethos and structures of

society. In this approach it is postulated that professionalisation can be perceived as a gentleman's form of unionism designed on idealistic and ideological perceptions to effect bargaining in the professional practitioners interests.

Whichever theoretical explanation or ideological stance is preferred, the fact remains that professionalisation is part of the modus operandi of society and any occupational grouping can attempt to become more professionalised. Whether they succeed will depend on their efforts, and the public perceptions thereof and reaction thereto.

Teaching, and teacher education, have traditionally held a modest status and power position. By increasing the professionalisation of teachers and teacher educators, the practitioners and the consumers (ie. the parents and the pupils) will ultimately receive a more accountable service. Past efforts at increased teacher professionalisation have been associated with the parents having a greater say in education.

Teaching, incorporating teacher education, has some negative traditional perceptions to overcome and is somewhat hampered because it is a public profession. It is precisely for these reasons that the process of professionalisation of teacher educators should be addressed and achieved to the greatest

possible extent in order to ensure that it is not swamped by the other occupations or by governmental actions, whether by legislators or by public administrators. Professional negotiation is necessary in the effective and efficient provision of education and must be based on an acceptable power base within a viable organisational structure and with the maximum support of the general public that is possible.

CHAPTER FOUR4 Current Perspectives in South African
Education vis-a-vis Professionalisation.4.1 Introduction.

The current piece of research has arisen out of relatively recent events and developments in the Republic of South Africa which have either had a bearing on education or have directly arisen from educational processes, structures or phenomena within the country. The genesis of the research project is implicit in these events and in the developments which have evolved after their occurrence. The cardinal events are briefly described, with special reference to the topic being studied and the implications arising therefrom. The essence of the research query is explicated briefly in the light of the current developments. The field of study and its implications are sketched in essence.

4.2 Current Perspectives in South African Education.

Radical changes have been wrought in South African education

in the last twelve years arising out of, inter-alia,¹ three major and significant occurrences which have had a substantial effect in the policy² and organisational structures³ of educational provision within the Republic of South Africa. These occurrences are :

(i) the advent of the South African Teachers' Council for Whites Act, 1976 (Act No 116 of 1976);

(ii) the Report of the Human Sciences Research Council Main Committee on their investigation into Provision of Education in the RSA (1981) and the White Paper⁴ thereon; and

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1. Other factors of note may be the economic depression, pupil demography, the state of emergency arising out of township violence and the non schooling of pupils in certain segments of the population because of economic or political factors.
2. Policy may be defined as the formal articulation, statement or publication of a goal that the government intends to pursue with the community. (Hanekom, S.X. and Thornhill, C. : Public Administration in Contemporary Society. A South African Perspective, Macmillan South Africa (Publishers) (Pty) Ltd, Johannesburg, 1983, p.82.
3. Organisational structures are the result of organising via the formal establishing of the structures necessary to realise specific goals, in this instance the provision of education in the light of the educational policy.
4. Republic of South Africa, : White Paper on the Provision of Education in the Republic of South Africa, 1983, Government Printer, Pretoria, 1983, passim.

(iii) the advent of the Republic of South Africa Constitution Act, 1983 (Act 110 of 1983).

These three documents represent the result of governmental investigation, research and planning and each has become an important document of Government policy on education in the Republic of South Africa. Such policy, as it evolves and is realised in time, has repercussions. Changes brought about in the organisational structures within education, as well as the changes in the philosophical, political and social bases of education, have implications for the professional educators and for the administrators of education. Of especial significance to the current research is the effect such changes have on teacher educators and on colleges of education, whether directly or by association, because of the close contact and inter-relatedness between teaching and teacher education.

Each of these three occurrences will be briefly considered in the light of their role in the genesis of the research topic under discussion.



#### 4.2.1 South African Teachers' Council for Whites.

The White teachers' associations<sup>5</sup> had been working for the institution of a Registration Council since the 1940's<sup>6</sup>. The South African Teachers' Council for Whites Act, 1976 (Act 116 of 1976) aimed to "establish a South African Teachers' Council for Whites; to define its functions; and to provide for matters connected therewith."<sup>7</sup> The object of the Teachers' Council was specified as "to uphold and promote esteem for education and the teaching profession and the prestige of those who are engaged in the teaching profession"<sup>8</sup>.

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5. They are :
- South African Association for Technical and Vocational Education;
 - Natalse Onderwysersunie;
 - Natal Teachers' Society;
 - Orange Free State Teachers' Association;
 - South African Teachers' Association;
 - Suid-Afrikaanse Onderwysersunie;
 - Saamwerkenskolevereniging;
 - Suidwes-Afrikaanse Onderwysersunie;
 - Transvaalse Onderwysersvereniging;
 - Transvaal Teachers' Association; and
 - Association of White Teachers in Education and Training.

In : SATC Handbook, Pretoria, 1979, p.4.

6. van Wyk, J.G. : The Law of Education for the Teacher, Academia, Pretoria, 1983, p.65.
7. Republic of South Africa : South African Teachers' Council For Whites Act, 1976 (Act 116 of 1976), Preamble, p.1301.
8. Ibid., Section 3, p.1303.

The establishment of the Teachers' Council, the members consisting predominantly of qualified teachers,⁹ held promise as a representative body of teacher opinion, but its powers were severely curtailed under the Act¹⁰ to matters dealing with the maintenance of the register of qualified teachers and the enforcement of the code of conduct related thereto. The lack of right of access to the Minister of Education and the lack of an established modus operandi to influence policy making and policy implementation on educational matters in effect meant that the objective of the Teachers' Council "to uphold and promote esteem for education and the teaching profession and the prestige of those who are engaged in the teaching profession"¹¹ was severely curtailed. Without officially condoned access to the policy makers and policy implementers within the upper echelons of State administration, the ability to influence conditions of service or to make suggestions or proffer constructive comment or criticism on educational policy or organisation was not officially possible even when the esteem and prestige of the profession and its members were

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9. Ibid., Section 4, p.1303.

10. Ibid., Section 18, p.1313.

11. Ibid., Section 4, p.1303.

affected, as officially recognised channels of communication were embryonic and ineffectual. Official representation to the Minister of Education was only possible via the Federal Teachers' Council, and then only on matters relating to conditions of service and not on educational policy matters.

The White teachers' associations did have a channel of access and representation to the Minister of National Education via a non-statutory body, the Federal Council of Teachers' Associations of South Africa, which consisted of "a voluntary federation of the ten recognised White teachers' associations in the Republic of South Africa and the territory of South West Africa".<sup>12</sup> The Federal Council activities were largely dictated by the requirements of its constituent teacher associations. De Witt describes the ambit of the Federal Council as :

"Its activities are of a coordinating nature and it functions as (a) channel for representations to the Minister of National Education and other agencies at national level"<sup>13</sup>

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12. de Witt, J.T. : Professional Orientation for the Teaching Profession, Butterworths, Durban, 1981, p.226.

13. Loc. cit.

It became increasingly clear that the intent of the South African Teachers' Council and the representation mechanism of the Federal Council of Teachers' Associations should be coupled. This union would enhance the separate functions of each body and the mutuality of function and operation of each could be best realised in a single body.

Accordingly, the National Education Policy Amendment Act (House of Assembly), 1986 (Act 103 of 1986) made allowance for a body of the organised teaching profession to be established by the union of the South African Teachers' Council for Whites and the Federal Council of Teachers' Associations in South Africa. This body's functions were enumerated in this act and incorporated, inter-alia, under section 8B (c) that it :

"may of its own accord, and shall at the request of the Minister¹⁴ or the Committee¹⁵, advise the Minister or the Committee on any matter regarding education or teacher training".¹⁶

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14. ie. the Minister of Education and Culture.

15 ie. the Committee of Heads of Education.

16. Republic of South Africa : National Education Policy Amendment Act (House of Assembly), 1986 (Act 103 of 1986), Section 14, 8B (2) (c), p.19.

Section 8B (4)<sup>17</sup> enabled the Minister, after consultation with the amalgamated body of the South African Teachers' Council for Whites and the Federal Council of Teachers' Associations in South Africa, to make regulations in relation to :

(a) "the requirements with which a person shall comply in order to be registered ... with the body;"

Section 1 (r)<sup>18</sup> defined a teaching post as "any post in which a person may be appointed to -

(a) teach at a school, technical college ... or college of education; or

(b) render auxiliary educational services or professional educational services to the Department<sup>19</sup>, including provincial education departments;"

It is noted that university lecturers are not specified as holding teaching posts under the Act<sup>20</sup>, and thus the lecturers in university faculties and departments of

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17. Ibid., Section 8B, (4), p.19.

18. Ibid., Section 1, (r), p.7.

19. Department of Education and Culture : House of Assembly.

20. Act 103 of 1986, op. cit.

education involved in teacher training are not included with other professional educators as far as compulsory professional registration is concerned.

In the Government Gazette of 31 October 1986²¹, the Teachers' Federal Council became the body recognised by the Minister of Education and Culture under the revised National Education Policy Act, 1967 (Act 39 of 1967). At the same time, provision was made for the compulsory registration with the Teachers' Federal Council of, inter-alia, "all the teaching staff attached to colleges of education"²². These teacher educators are, according to the statutory requirements enumerated above, required to register as professional educators on the teachers' roll. University lecturers, who educate and train teachers, and therefore constitute another group of teacher educators, are not required to register according to the statutory regulations, but presumably could register on a voluntary basis under the rubric of "professionally qualified teacher"

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21. Republic of South Africa, : Government Gazette, 31 October 1986, Number 10507, Administration : House of Assembly, Department of Education and Culture, R2290. "Regulations in respect of the Teachers' Federal Council, p.1.
22. Lemmer, J.L. : Letter - SATC : "Registration with the Teachers' Federal Council", dated 3/10/1986.

which is defined in the regulations<sup>23</sup> as :

"any person who holds a professional teachers' qualification;"

and by virtue of their holding a teaching post. Certainly the registration of teacher educators at universities on the professional role is not specifically excluded under the Act, given that recognised<sup>24</sup> qualifications are held.

The professional registration is carried one step further under "Moneys Payable" in Section 2:

"Every registered .. person .. who is not a member of a recognised teachers' body or association in a province and who is employed in a teaching post, shall pay during every financial year, ... an amount determined in accordance with the subregulation ... to the organised teaching profession in the province concerned."<sup>25</sup>

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23. Republic of South Africa, : Government Gazette, 31 October 1986, Number 10507, p.2.

24 A "professional teachers' qualification means a degree, a diploma or a certificate recognised by the committee (ie. Committee of Heads of Education), after consultation with the council (ie. Teachers Federal Council), as a professional teachers' qualification for employment in a teaching post. As per RSA, : Government Gazette, 31 October 1986, Number 10507, p.2.

25. Ibid., p.3.

In effect, lecturers are under some compulsion²⁶ to join their local teachers' association, and are thereby professionally associated with teachers, as the associations do not cater specifically for teacher educators per se.²⁷ No recognised²⁸ professional association, on a regional or a national basis, exists for teacher educators. It is noted that teacher educators at universities are not required to belong to a recognised professional association under the statute.²⁹ Their professional reference group could be such as the Association of University Teachers exclusively, or even no professional association affiliation at all. This would run counter to the currently prescribed professional direction of teachers and lecturers at colleges of education required by law.

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26. Financial at least, by virtue of their having to pay by law an equivalent subscription to that levied by the teachers associations.
 27. This is not necessarily an unproductive and undesirable professional association ; it is not a totally ideal professional association either, as such associations concentrate on teacher concerns almost exclusively.
 28. ie. under the statutory requirements.
 29. Many do in fact belong of their own accord and make a valuable contribution, including the occupying of executive and leadership roles.

The teaching profession has, via the Teachers' Federal Council, been given a say in all decision making on education³⁰ in that the Committee of Heads of Education³¹ has created a number of advisory committees on which the profession will be represented at the highest advisory levels and the teaching profession will thereby be consulted in the processes of educational planning. Fifteen advisory committees have been established, inter-alia, on educational legislation, on teacher education, and on educational research.³²

The Teachers' Federal Council, as the mouthpiece of the White teaching profession, represents approximately 75 000 educators and is the management body of the federation of constituent professional teachers' associations recognised by the Minister.³³ Although not created by statute, the Teachers' Federal Council has statutory functions in that some of its functions are recognised in the Act.³⁴

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30. Teachers' Federal Council, : News Flashes, April 1987.

31. Consisting of the Director - General and the four provincial Directors of Education who jointly advise the Minister on education policy.

32. Teachers' Federal Council, : News Flashes, April 1987.

33. Loc. cit.

34. Loc. cit.

Concern was expressed in certain quarters<sup>35</sup> at the time of the inception the South African Teachers' Council for Whites about the white exclusivity of the Council. The Teachers' Federal Council composition has similarly been questioned for its racial exclusivity,<sup>36</sup> primarily on the grounds that a profession is indivisible qua profession, even if it may be divided politically or administratively. The Teachers' Federal Council is working towards a common register for the professional registration of all teachers which is provided for in essence under the National Policy for General Education Affairs Act, 1984 (Act 76 of 1984).

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35. The SATA, TTA and NTS expressed reservations at the time of the inception of the SATC and commentary of this tenor has been recorded in public and professional media statements subsequently on a regular basis. In the reaction to the White Paper, subsequent to the de Lange Commission recommendations, the TTA welcomed the concept of a central certifying council proposed by de Lange, and the FTC commented that "the central registration will for the first time accord professional recognition to all teachers". (SATC Bulletin, Number 18, March 1984, "White Paper on Education : Acceptance, rejection, resolutions", compiled by J.L. Beckman.)
36. The NTS, although nominally a full member, withdrew from active participation in the TFC immediately after its inception and reaffirmed its stance at its annual conference a year later in July 1987. With the threat of statutory deregulation, the NTS resumed an active role.

Such a register would fall under the control of the Minister of National Education as a general affair.³⁷ Further enabling legislation is envisaged before a unified profession under an umbrella structure can be realised.³⁸

At a different level, the Teachers' Federal Council is interested in the establishment of a broad consultation structure for the four existing federations³⁹ and is considering the creation of various and more specific registration categories to differentiate professional educational functions.

4.2.2 Provision of Education in the Republic of South Africa : Human Sciences Research Council Committee Report and the Government's White Paper.

In 1980, the Government requested the Human Sciences Research Council to conduct an in-depth investigation into all facets of education in the RSA.⁴⁰ Representatives were

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37. Teachers' Federal Council, : News Flashes, August 1987.

38. Loc. cit.

39. ie. the Black, Coloured, Indian and White.

40. Behr, A.L. : New Perspectives in South African Education. A Review of Education in South Africa 1652-1984, Second Edition, Butterworths, Durban, 1984, p.301.

drawn from all population groups and this was the first time in the history of education in South Africa that a major commission of enquiry was so constituted.<sup>41</sup>

The Committee, chaired by Professor J.P. de Lange, was given the mandate to :

"conduct a scientific and co-ordinated investigation and ... make recommendations to the Cabinet on :

(a) guiding principles for a feasible education policy in the RSA in order to

(i) allow for the realisation of the inhabitants' potential,

(i) promote economic growth in the RSA, and

(ii) improve the quality of life of all the inhabitants of the country;

(b) the organisation and control structure and financing of education;

(c) machinery for consultation and decision making in education;

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41. Ibid., p.300.

(d) an education infrastructure to provide for the self-realisation of its inhabitants; and

(e) a programme for making available education of the same quality for all population groups".⁴²

The eleven guidelines⁴³ which were affirmed by the Committee as the basis for the investigation are :

1. Equal opportunities for education, including equal standards in education, for every inhabitant, irrespective of race, colour, creed or sex, shall be the purposeful endeavour of the State.

2. Education shall afford positive recognition of what is common as well as what is diverse in the religious and cultural way of life and the languages of the inhabitants.

3. Education shall give positive recognition to the freedom of choice of the individual, parents and organisations in society.

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42. Human Sciences Research Council, : Provision of Education in the RSA, Pretoria, 1981. (The de Lange Commission). Report of the Main Committee, p.1.

43. van Vuuren, D.J. et alia (Editors) : Change in South Africa, Butterworths, Durban, 1983, p.226.

4. The provision of education shall be directed in an educationally responsive manner to meet the needs of the individual as well as those of society and economic development, and shall inter-alia take into consideration the manpower needs of the country.
5. Education shall endeavour to achieve a positive relationship between the formal, non-formal and informal aspects of education in the school, society and the family.
6. The provision of formal education shall be a responsibility of the State provided that the individual, parents and organised society shall have a shared responsibility, choice and voice in this matter.
7. The private sector and the State shall have a shared responsibility for the provision of non-formal education.
8. Provision shall be made for the establishment and state subsidisation of private education within the system of providing education.
9. In the provision of education the processes of centralisation and decentralisation shall be reconciled organisationally and functionally.
10. The professional status of the teacher and lecturer shall be recognised.

11, Effective provision of education shall be based on continuing research.

Principle 10 enunciating the desirability of the professional status of the lecturer is of particular relevance to the current research.

In the report of the Work Committee on the Recruitment and training of teachers (1981)<sup>44</sup> the researchers perceived two related aspects contingent upon a high professional status of teachers viz.

(i) the excellence of the professional training received, and

(ii) the high degree of competence and effectiveness displayed in the execution of the professional task by the practitioner<sup>45</sup>

Implicit in these assumptions is the central role of the teacher educators and the importance of the training institutions.

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44. Human Sciences Research Council, : Provision of Education in the RSA, Pretoria, 1981. (The de Lange Commission). Report of the Work Committees, Number 13, pp.39-41.

45. Loc. cit.

The De Lange Work Committee asserts that :

"It is evident that the training of a person can be seen as the most important determination of his future service as a professional practitioner. Thus, a very direct relation exists between the training of teachers and their status." and "the quality of the service he (the teacher) renders, depends largely upon the training he has undergone. The quality of training depends, in its turn, upon the quality of the lecturers concerned".⁴⁶

It is clear that de Lange envisages the professional status of lecturers primarily as an instrumental means towards achieving the professional status of teachers, although the intrinsic values inherent in ensuring the professional status of lecturers are implicit in the rationale.⁴⁷

The Work Committee elucidates further:

"In the context of the professionalisation of education recognition of the status of lecturers implies the following :

- (i) Insistence upon good academic qualifications in respect of the subject area for which the lecturer is responsible;
 - (ii) the expectation that lecturers will have particular practical experience of the type of teaching for which they
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46. Ibid., p.40.

47. Obviously the concept of low status lecturers servicing high status teachers is a non sequitur that would not have called for specific comment to the contrary.

are educating teachers;

(iii) the expectation that lecturers will be professionally qualified for their tasks as educators of teachers-in-training; (and)

(iv) the insistence that the training of lecturers and their registration be done by the profession itself".⁴⁸

Herein the central themes of professional autonomy and professional control⁴⁹ of and by teacher educators are referred to indirectly. The de Lange report envisaged the raising of the status of the whole teaching profession and the establishment of professional councils for all educators in the RSA.⁵⁰ Although professional discipline and punishment are recognised, a more positive function is foreseen for the professional council (councils) in terms of training matters and admission to the teaching profession.

It is recommended that :

"strong representation be given at a high level to interested parties such as, among others, the employers (education departments) and the training institutions (universities and colleges) seeing that these institutions are directly concerned with all

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48. Human Sciences Research Council, : Provision of Education in the RSA, Pretoria, 1981. (The de Lange Commission). Report of the Work Committees, Number 13, p.40.
49. These factors are considered fundamental and central to the current research.
50. Human Sciences Research Council, : Provision of Education in the RSA, Pretoria, 1981. (The de Lange Commission). Report of the Work Committees, Number 13, p.124.

aspects affecting, among other matters, the training of teachers".⁵¹

It is apparent that the De Lange Committee Report conceived the proposed professional council (councils) to be professionally autonomous in terms of professional self government.⁵² The report states emphatically :

" it is important that a clear distinction be made between the control of education and professional control".⁵³

The rationale behind the importance of professional status of teachers and lecturers is perceived by the De Lange Committee⁵⁴ in terms of the importance of the service rendered to society by the teaching profession and its influence on the life of the community and even on the level of civilisation of the whole nation. On another plane of consideration, the influence of the teacher on the life of the child and his family is acknowledged, with the

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51. Loc. cit.

52. Reminiscent of Abraham Lincoln's "government of the people, by the people and for the people...", with profession replacing people in this context.

53. Human Sciences Research Council, : Provision of Education in the RSA, Pretoria, 1981. (The de Lange Commission). Report of the Work Committees, Number 13, p.124.

54. Ibid., p.101.

preparation for this task involving more than "simply basic knowledge requirements".<sup>55</sup> Thus, the preparation, training and education of teachers are of critical importance.

Coupled with this aspect, the selection of candidates for teaching and the certification of qualified teachers<sup>56</sup> upon completion of their training are of consequence and are best judged and controlled by practitioners of the teaching profession. This selection and qualifying function requires sanction and protection by law, in return for which professional recognition and status are granted by society to the profession<sup>57</sup>, provided that the continuing desire for professionalisation is evident and handled in a meaningful and responsible manner.<sup>58</sup> The De Lange Committee comments that:

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55. Loc. cit.

56. This being akin to licensing the teacher to practise his profession.

57. Human Sciences Research Council, : Provision of Education in the RSA, Pretoria, 1981. (The de Lange Commission). Report of the Work Committees, Number 13, p.102.

58. The classical profession-society contract postulated in the literature on professions and professionalisation.

"A professional council has as its task the responsibility of seeing to it that the status of the teacher and that of the teaching profession⁵⁹ is at all times maintained and extended".⁶⁰

If a government commission discusses what should come to pass or what ought to be implemented, then it is obvious that something is lacking, limited or dysfunctional in some way and to some degree. The Main Committee Report⁶¹ highlighted three main deficit areas of concern. They are:

(i) The conditions of service must be competitive in order to attract and to hold teachers of quality in the teaching profession. Factors specifically mentioned were:

- uncompetitive salaries;
- excessive bureaucratic control which stifles professional decision making in the work situation;
- insufficient status and inadequate promotion of public image;

59. With lecturers as teacher educators implicitly being included under the teaching profession rubric.

60. Human Sciences Research Council, : Provision of Education in the RSA, Pretoria, 1981. (The de Lange Commission). Report of the Work Committees, Number 13, p.102.

61. Human Sciences Research Council, : Provision of Education in the RSA, Pretoria, 1981. (The de Lange Commission). Report of the Work Committees, Number 1, pp.67-69.

- unfavourable publicity created by public coverage of negotiations on conditions of service;
- fragmented interdepartmental service conditions; and,
- teachers who projected a negative image of their profession.⁶²

(ii) The quality of recruitment and the quality of the training affect the professional status of the teachers.

Factors specifically referred to were :

- colleges of education lack the status of autonomous higher education institutions, being often regarded as a mere continuation of secondary education and being subject, to varying extents, to departmental control in administrative and academic matters;
- standards varied considerably, with occurrence of suspect professional and academic standards being ascribed to differential admission requirements, varying quality of instruction and disparity in training facility provisioning; and
- the minimal involvement of the organised teaching profession in their teacher training.⁶³

62. Ibid., pp.67-68.

63. Ibid., p.68.

(iii) The need for a national coordinated policy on teacher training for all population groups was proposed.

Factors specifically discussed were :

- the need to improve the standard of teacher training and to promote parity via a coordinated policy for training and the universal registration of teachers throughout the country;
- the inter-institutional mobility of students and the transferability of credits;
- the rationalisation of teacher training at universities, colleges and technikons with a view to the equalisation of standards and comparitiveness of qualifications, obviating undesirable course duplication and the mutual recognition of courses;
- facilitating cooperation between universities and colleges;
- external moderation with course evaluation and validation;
- and,
- planning for teacher training in technical and career education.⁶⁴

The Main Committee Report recommendations were made in the light of the problems enumerated above and within the broad context of their findings and suggestions arising out of their investigations in other areas of concern.

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64. Ibid., pp.68-69.

Of particular note it was recommended that guidelines for orderly cooperation between universities and colleges of education should be drawn up and that "autonomous status comparable to that of universities should be accorded to all institutions concerned with teacher training".<sup>65</sup>

The substantive<sup>66</sup> Government response to the recommendations of the De Lange Committee on the Provision of Education in the Republic of South Africa was published in 1983<sup>67</sup>, in which the Government accepted the eleven principles established by the Main Committee and commented on the specific issues raised. The governmental responses relevant to the current research are elucidated as follows:<sup>68</sup>

(i) coordination of teacher training and planning in this regard should involve the following interest groups :

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65. Behr, pp.343-344.

66. An Interim Memorandum on the Report of the HSRC on the Inquiry into the Provision of Education in the RSA was released in 1981 in which the Government broadly accepted the proposed eleven basic principles, provided that the principles were perceived in toto and not interpreted piecemeal. Guiding principles for the consideration of the Report were affirmed in the light of general governmental policy vis-a-vis education. Behr, op. cit., p.43.

67. Republic of South Africa : White Paper 1983, op. cit., passim

68. Ibid., p.43.

-the proposed South African Council for Education;
-the organised teaching profession; and
-the executive departments and bodies involved in teacher training (universities, colleges of education and technikons);

(ii) a uniform standard of qualification should be instituted for all population groups;

(iii) the minimum admission requirement for teacher training should be the senior certificate and the minimum duration of teacher training courses should be three years;

(iv) the principle of teacher training at colleges of education being pursued in close cooperation with universities was reiterated;

(v) the conditions of service of the teaching profession should fall under a general policy advisory structure⁶⁹ to advise the Minister responsible for general education matters;⁷⁰

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69. The Committee on Education Structures (CES) and its research counterpart (RECES).

70. Republic of South Africa : White Paper 1983, op. cit., p.8.



(vi) the Government supported the establishment of a teachers' professional council for each population group, with members from each council making up a central registering body for registering teaching staff up to the secondary level;<sup>71</sup>

(vii) the Government favoured the establishment of a central statutory certifying council responsible for setting norms and standards for syllabuses and examinations and for the certification and issuing of qualifications, including tertiary diplomas and certificates<sup>72</sup>;

(viii) the establishment of various committees of rectors of teacher training colleges<sup>73</sup> was accepted in principle<sup>74</sup> and,

(ix) the Government accepted that broad national policy legislation on education should make provision for the organised teaching profession<sup>75</sup> to have a share in

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71 Ibid., p.9.

72. Ibid., p.10.

73. On grounds of racial grouping as per constitutional structures (own affairs).

74. Republic of South Africa : White Paper 1983, op. cit., p.12.

75. As represented by the recognised teachers associations, federations, and unions, with a registering council made up of the various professional councils should these come into existence under the various own affair regimes.

education planning at all levels⁷⁶ of the provision of education.⁷⁷

The Government acknowledged in the White Paper the need for a coordinated policy on the objectives, the structure and the functioning of the systems for the provision of education, whilst at the same time asserting that institutional autonomy⁷⁸ was conducive to administrative efficiency. A meaningful devolution of authority and the accompanying decentralisation of administrative activities should be effected in accordance with centralised policy guidelines which did not obviate or negate responsible professional control. If such a system were to function efficiently and effectively it would be necessary to make provision for structures for deliberation, consultation and coordination.

The Government agreed that there is a need for a policy advisory structure to advise the Minister responsible for

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76. The tertiary level applying only to teacher training.

77. Republic of South Africa : White Paper 1983,  
op. cit., p.12.

78. Ibid., p.2.

79. Or managerial independence

general educational matters,<sup>80</sup> but also suggested the desirability for a series of policy advisory structures, one for each population group. Not only is this professional schism proposed,<sup>81</sup> but the Government opines that:

"the interests of education can best be served by separate advisory councils for education at school level, including teacher training, on the one hand, and tertiary education on the other hand".<sup>82</sup>

Apparently no inconsistency is perceived between the professional status of lecturers proposed in Principle 10, the proffered autonomy of educational institutions and the separation of colleges of education from the tertiary sector by aligning them with the school level. Nor are implications of this advisory arrangement apparent as being contrary to the proposed cognate arrangement of universities, colleges of education and technikons under the rubric of higher educational institutions of equal status working together as equal partners in teacher training. The professional and institutional schism is given statutory form :

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80. Republic of South Africa : White Paper 1983,
op. cit., p.7.

81. On ideological political grounds.

82. Republic of South Africa : White Paper 1983,
op. cit., pp.7-8.

"The Government has therefore decided, in addition to the South African Council for Education for education at school level, including teacher training, to establish an advisory council⁸³ for universities and technikons ... "⁸⁴

Implicit in this decision is the inconsistency highlighted by the De Lange Main Committee of desiring to raise the status of the teaching profession (including lecturers at colleges of education) whilst one of the impediments leading to the lack of professional status is "the fact that teacher training colleges do not enjoy an autonomous status within the framework of higher education".⁸⁵ The association between schools and colleges of education is as logical as an association between colleges of education and the other tertiary teacher training institutions, the universities and technikons.

In essence, while proposing coordination and cooperation in educational planning, the Government are in effect entrenching schisms on racial and institutional grounds. The De Lange Report recommendation that

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83. ie. UTAC, the Universities and Technikons Advisory Council.

84. Republic of South Africa : White Paper 1983, op. cit., p.8.

85. Behr, op. cit., p.309.

"there should be only one<sup>86</sup> advisory council<sup>87</sup>... to survey and assess the relationships between various levels and sectors in education and advise on a macropolicy for the provision of education. Advice on universities and the rest of the autonomous education sector is included among SACE's<sup>88</sup> functions and limited to macro matters"

is rejected in its intent by the Government, whilst the idea of the council is retained in essence and modified to suit Government policy. The main South African Council for Education will be appointed by the Minister responsible for general educational matters in cooperation with the other Ministers in charge of education. The role and function of this council will be "to advise the Minister responsible for general educational matters on general matters in respect of education at school level, including teacher training"<sup>89</sup> Provision has also been made for the appointing of committees to assist in the formulation of policy advice.<sup>90</sup>

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86. The author's emphasis.

87. ie. the South African Council for Education. (SACE).

88. Loc. cit.

89. Republic of South Africa : White Paper 1983, op. cit., p.8.

90. Loc. cit.

It would appear that the statements of intent in governmental educational management do not accord fully with the resultant actions taken. The duplicity evident between thought and action is not in the interests of education and is unfortunate.

4.2.3 Republic of South Africa Constitution Act, 1983 (Act 110 of 1983).

The Republic of South Africa Constitution Act, 1983⁹¹, came into effect on 3 September 1984. The South African education system was consequently restructured to adapt it to the new Constitution⁹², and the structures and processes of education are still evolving and developing.⁹³

The evolved structures implicit in the new Constitution that are relevant to the current piece of research are those in the central level of Government and the provincial institutions. The latter are still in an evolutionary phase with some of the proposed structures yet to come into effect and function fully in the manner planned.

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91. Act 110 of 1983.

92. Report : SANEP 170 : The Structure and Operation of the South African Educational System, Department of National Education, Pretoria, 1985, p.i.

93. For example, with the demise of legislative provincial authorities, White education is increasingly coming under Pretoria and being administered nationally.

Annexure 1 explicates the Institutions Comprising the Central Level of Government of the Republic of South Africa<sup>94</sup> and Annexure 2 represents the Proposed Provincial Institutions.<sup>95</sup> These organigrams form a referential background to the ensuing discussion.

The major implications of the 1983 Constitution for education are as follows:

(i) The antecedent three tier elected system for the governance of Whites<sup>96</sup> has been replaced by a two tier system, with the provincial level becoming an appointed level without independent legislative capacities. The Provincial Administrators and Executive Committees are directly accountable to Parliament and their members are nominated by the State President.<sup>97</sup> Own affairs functions<sup>98</sup> previously controlled by the Provinces have

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94. Cloete, J.J.N. : Towns and Cities : Their Government and Administration, J.L. van Schaik (Pty) Ltd., Pretoria, 1986, p.26.

95. Ibid., p.30.

96. ie national, provincial and local.

97. van Vuuren, D.J. et alia (Editors) : South Africa: A Plural Society in Transition, Butterworths, Durban, 1985, pp.65-66.

98. Own affairs as delineated under the 1983 Constitution.

become the prerogative of the central tier of government, which has meant that White education has passed from provincial control to central control under the Minister of Education and Culture (House of Assembly). The appointed provincial authority acts more as a regional office for the appropriate departments of State, inter alia, the Department of Education and Culture Administration (House of Assembly). The provincial authority functions virtually as a decentralised regional authority with some of the central government powers and responsibilities devolved to them in order to ensure efficient and effective local administration.⁹⁹

(ii) The concepts of own affairs and general affairs were introduced into the 1983 Constitution. Own affairs are described as "matters which specifically or differentially affect a population group in relation to the maintenance of its identity and the upholding and furtherance of its way of life, culture, traditions and customs".¹⁰⁰ General Affairs are formalised as matters which are not own affairs.¹⁰¹

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99. Republic of South Africa, : Constitutional Committee of the President's Council. First Report, Pretoria, Government Printer. (RP 3/1982), passim.

100. Republic of South Africa : Republic of South Africa Constitution Act, 1983, (Act 110 of 1983), Part 1V, Section 14(1).

101. Ibid., Section 15.



Own affairs are specified in Schedule 1 attached to the Act<sup>102</sup> and include inter alia, "education at all levels ... but subject to any general law in relation to :

- (a) norms and standards for the financing of running and capital costs of education;
- (b) salaries and conditions of employment of staff and professional registration of teachers; and
- (c) norms and standards for syllabuses and examination(s) and for certification of qualifications."<sup>103</sup>

It should be noted that although a matter such as the professional registration of teachers is a general affair, it may be accomplished via own affair structures, such as the Teachers Federal Council. The National Policy for General Affairs Act, (Act 76 of 1984)<sup>104</sup> requires that "Every Minister of a department of State responsible for education shall carry out the policy determined (by the Minister of National Education) in so far as it applies to

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102. Loc. cit.

103. Ibid., Schedule 1, Number 2.

104. Republic of South Africa : National Policy for General Affairs Act, 1984 (Act 76 of 1984). This Act provides for the general registration of teachers on a common register under the Minister of National Education.

the population group in question".¹⁰⁵

Two new houses have been introduced under the Republic of South Africa Constitution Act, (Act 110 of 1983) viz. the House of Delegates¹⁰⁶ and the House of Representatives.¹⁰⁷ The House of Assembly¹⁰⁸ was retained and these three houses have each formed a separate Ministers' Council to control their own affairs under the Act.¹⁰⁹ General affairs are controlled by Parliament which consists of the three houses, separate but legislating in conjunction. Educational matters under general affairs fall under the Department of National Education and Black education is constituted as a general affair under the Minister of Development Aid and Education.¹¹⁰ The result is that educational matters fall under five Ministers in the RSA and a further ten Ministers

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105. Ibid., Section 4.

106. For the Indian community.

107. For the Coloured community.

108. For the White community.

109. Republic of South Africa : 1983 Constitution,  
op. cit.

110. Loc. cit.

in the self-governing National States.<sup>111</sup> The educational structure complexity and the importance of coordination are readily apparent. The White Paper has delineated "the conclusion of inter-state agreements with dependent and self-governing states on educational matters"<sup>112</sup> as a general affair. Any general act and general policy in terms of such act relating to general affairs will apply to education for Blacks within the borders of the RSA (excluding the national states). It was made known in the White Paper that the intention was to negotiate with the national and independent states with a view to the coordination of this general policy.<sup>113</sup>

A degree of coordination is contained in the legislative process as outlined, for example, in the National Policy for General Affairs Act, 1984 (Act 76 of 1984).<sup>114</sup> It states that :

"No legislation on education relating to a matter contemplated in section 2(1)<sup>115</sup> including

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111. Cooper, C. et alia, : Race Relations Survey 1984, South African Institute of Race Relations, Johannesburg, 1985, p.653.

112. Republic of South Africa : White Paper 1983, op. cit. passim.

113. Report : SANEP 170, op. cit., p.13.

114. Section 5.

115. ie. determination of general affairs policy.

legislation on education provided at a university or technikon established by or under any law, shall be introduced in Parliament except after consultation between the Minister¹¹⁶ and every Minister of a department of State responsible for education".

The Minister of National Education, then, has policy making functions, whilst the Ministers of Education and Culture and the Minister of Development Aid and Education execute general policy, and determine policy in respect of their own affairs.¹¹⁷ This means that these Ministers are empowered to exercise full control and may introduce advisory and consultative structures, establish educational institutions, determine the functions of such institutions and determine by whom they are to be managed or administered by; all subject to the approval of their own relevant political authorities.¹¹⁸ The Ministers responsible for education as an own affair are not subordinate to the Minister responsible for general education affairs, even although the latter heads a department which determines the general policy that will apply to education for all departments.

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116. ie. Minister of State for general affairs (Minister of National Education).

117. Report : SANEP 170, op. cit., p.14.

118. Loc. cit.

### 6.3 Summary

The major influences affecting the provision and administration of education in the RSA have been reviewed as a basis against which the professionalisation of teacher education can be considered. The phenomena discussed have a distinct and important bearing on the place of colleges of education and the influence which teacher educators are able to bring to bear on policy formation, implementation and educational administration. Implicit in the facets discussed are the organisational structures which are central to this study.

The South African Teachers' Council for Whites did not originally incorporate teacher educators, and they were not required to register with the Council. Subsequently such registration has been required of lecturers at colleges of education. The advent of this professional Council and its impact on the teaching profession and on provincially based teacher educators is relevant to the current study, and has been reviewed in this light.

The De Lange Commission is the latest governmental consideration on the provision of education in the RSA and is an important guide to current perceptions on which educational policy may be based. Of particular relevance is the Government's reaction to the suggestions mooted by this

Commission, especially the reaction and commentary contained in the White Paper.

The new Constitution, the Republic of South Africa Constitution Act, 1983 (Act 110 of 1983) contains elements crucial to the provision and management of education in the RSA, particularly the own and general affairs concepts.

Thus, the matters discussed and explicated in this chapter form the basis for the issues raised and discussed in the remainder of this dissertation, as any contemplation of what is possible in the future is irrevocably limited, to some extent at least, by what has preceded it. Cognisance must also be taken that any problems and shortcomings in the present are a function of past decisions and perceptions. The future can only be extrapolated from the present and the past. What ought to be can only be derived from what currently obtains.

CHAPTER FIVETEACHER EDUCATION AS A PROFESSION IN THE  
REPUBLIC OF SOUTH AFRICA : REVIEW AND ASSESSMENT  
OF THE PROFESSIONALISATION PROCESS5.1 Introduction.

The current status of teacher education as a profession needs to be assessed in the light of the literature on professionalisation, especially with regard to the teaching profession within the RSA. Much of the assessment must be based on an extrapolation from the theory implicit in the literature and a subjective opinion of its (ie teacher education) achieved and ascribed status, as no specific studies applicable to teacher education per se within the South African context are contained in the literature. Indeed there is a dearth of literature on the professionalisation of teacher education and the professional status of teacher educators and colleges of education within the western world. It should be noted that teacher educators in Britian and America, for example, have developed professional associations over a considerable

period of time<sup>1</sup> and these unions or associations have been active in promoting matters of professional concern such as promoting conditions of service and submitting public policy documents to influence and direct public policy makers and their decisions vis-a-vis the profession and its practitioners. Also teacher educators at colleges of education in Britain and America have the facility to award degrees in certain instances.<sup>2</sup> The professional concerns

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1. In Britain, for example, the Association of Teachers in Colleges and Departments of Education (ATCDE) was formed in 1943 out of an amalgamation of the Training College Association (founded in 1891) and the Council of Principals (founded in 1913). (In Browne, J.D. : Teachers of Teachers. A History of the Association of Teachers in Colleges and Departments of Education, Hodder and Stoughton, London, 1979, p.1. (in association with the NATFHE).

In 1975, the ATCDE amalgamated with the Association of Teachers in Technical Institutions to form the 60 000 strong National Association of Teachers in Further and Higher Education (NATFHE). (In Page, T.G.et alia, : International Dictionary of Education, Kogan Page, London, 1977.

2. Some Colleges of Education in America are Liberal Arts Colleges accredited for the awarding of degrees. In Britain the Council for National Academic Awards (CNAA) was established in 1964 to examine and award degrees inter alia at accredited Colleges of Education. (In Page, T.G.et alia, : International Dictionary of Education, Kogan Page, London, 1977, p.89.

of the teacher educators in such countries are, therefore, substantially different from those of teacher educators in South Africa, where professional association and the facility to influence decision makers, to take two aspects, are at an embryonic stage of development and possibly even remote from the minds of the teacher educators, given the multiplicity of educational authorities, the differential levels of development of resources (physical, human and financial) and the geographical realities, to mention some factors unique to the RSA. The literature, based on countries such as Britain and America, is mainly of academic interest because of the wide discrepancies between their teacher educator history, interests and concerns and those within South Africa.

In this chapter, a de novo assessment of the professionalisation process within teacher education in the RSA is made. The theoretical framework employed derives from the two approaches delineated by Ozyga and Lawn³ for the consideration of professionalisation as a phenomena.

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3. Ozyga, J.T. and Lawn, M.A. : Teachers. Professionalism and Class : A Study of Organised Teachers, The Falmer Press, London, 1981, pp.12-13.

## 5.2 Ozyga and Lawn's Paradigms of Professionalisation

Ozyga and Lawn highlighted two basic paradigms for the consideration of professionalisation.<sup>4</sup>

(a) The first approach is the attributive or trait approach whereby established professions are analysed in order to isolate distinguishing characteristics ascribed primarily to professions. In effect, most trait analyses catalogue the desirable attributes according to the legal and medical professions thereby demonstrating the inappropriateness of any attempt to isolate "professional" as a scientific concept capable of being defined by a precise list of characteristics. The trait approach is associated with the structuralist-functionalist approach in Sociology which is based on the assumption of the existence of a relatively homogeneous group whose members share a common identity, common interests and values, common definitions of role, and are governed by a single set of norms or codes of behaviour. Intra- and inter-group conflicts are ruled out in this approach. A typical protagonist of the attributive approach is Flexner who

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4. Loc. cit.

This section is based on Ozyga and Lawn and will be based on their schemata unless otherwise acknowledged

characterises professional activity as consisting of the following traits:

- (i) it is basically intellectual, carrying with it great personal responsibility;
- (ii) it is learned and not based on routine,
- (iii) it is practical, rather than purely theoretical or academic;
- (iv) its technique can be taught, thus providing the basis for professional education;
- (v) it is strongly organised internally; and
- (vi) it is motivated by altruism, professionals viewing themselves as working for some aspect of the general good.⁵

Many characteristics have been ascribed to the occupations labelled as professions depending on the penchant and perception of the individual authors. One method of assessing the professionalisation of any occupation is to consider it in the light of the attributive paradigm. This approach is not definitive or quantitative; it is rather a subjective and qualitative manner of elucidating generating ideas which may prove helpful in increasing desired aspects

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5. In Ozyga and Lawn, ibid., p.12.

of professionalisation for any occupation under consideration. A greater degree of certainty is gained if the characteristics are grouped into core clusters. The following guidelines for the promotion of professionalisation have a fair degree of currency:

- a specialised technique supported by a body of theory:
- a career supported by an association of colleagues; and
- a status supported by community recognition.<sup>6</sup>

(b) The second approach is the process paradigm in which the assessment of professionalisation centres on the process through which occupations go in order to achieve professional status. The deliberate activity by the group involved provides the line of professional development via a natural history approach. The emergent picture includes areas of success, as perceived by the occupational group, as well as the limiting factors which frustrate or impede aspects which the group is striving to achieve. The degree of professionalisation achieved is a subjective assessment on the part of the person investigating the occupation chosen for consideration.

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6. Vollmer, H.M. and Mills, D.L. (Editors) :
Professionalization, Prentice-Hall, Inc., Englewood
 Cliffs , New Jersey, 1966, p.21.

(c) General.

The professional standing, direction and shortcomings of teacher education as a profession in the RSA are considered in the light of the above paradigms to highlight what has been accomplished in the line of professionalisation. Recommendations are made arising from the various facets which are discussed and the cardinal and fundamental recommendations are discussed more fully in the succeeding chapters.

Apart from the paucity of research and literature on the professionalisation of teacher educators in the RSA, the analysis is complicated further by the extent and range of differences found between teacher education institutions and amongst the teacher educator fraternity. The disparities found in almost all aspects and facets of the teacher education are sufficiently substantial as to make any generalisations seemingly fatuous and of little consequence.⁷ For this reason matters of general

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7. For example, an historical consideration of the evolution of the Council and Senate systems at the three main White English medium colleges in the RSA and their relationship with their sister universities would show distinct differences which would make generalisations impossible. Fundamental differences are also found, inter alia, in some of the courses offered, the relationships with the provincial education authorities and the selection of students for admission.

accomplishment or general deficiency are highlighted wherever possible.

### 5.3 Attributive Paradigm and the Professionalisation of Teacher Educators in the Republic of South Africa.

Various professional characteristics cited in the literature are considered vis-a-vis teacher educators in the RSA in order to gauge the current state of the teacher education profession. In each instance the attribute or characteristic is briefly outlined, and followed by a commentary. Possibilities in terms of the professionalisation of teacher educators are mooted where applicable.

#### 5.3.1 Occupational Discreteness

##### Factor 1 Occupational Definition<sup>8</sup>

###### Attribute

In order to establish a discrete profession it is necessary to delineate the areas of work carefully to make a clear distinction between legitimate practitioners and pretenders. The boundaries of the occupation must be clearly defined in order to institute the profession, especially if statutory regulations are generated to circumscribe who may or may not

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8. Houle in Jarvis, P. : Professional Education, Croom Helm, London, 1983, p.21.

practice, and what activities fall within the ambit of the professional practice and which beyond its confines.

Commentary.

Occupational definition appears to be a precise and non-contentious notion upon superficial inspection. As the education and training function of the teachers is purely an endeavour of the State conducted in specified institutions under State control⁹ or established by Statute¹⁰, anyone involved professionally in teacher education is a teacher educator. The differentiation of teacher educators from teachers, instructors, trainers and tertiary educators in the universities and technikons is more complex, especially when the techniques used by teacher educators and the training of teacher educators are compared with these related occupational categories. On the one hand, even on the product basis argument that teacher educators are involved in turning out teachers for primary and secondary schools, the position is not clear cut in that at some universities the method courses are conducted by subject specialist academic lecturers from other faculties. On the other hand, it could be argued that all occupational

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9. ie. in colleges of education and technikons.

10. ie. in universities.

categories are not pure in terms of work definition, techniques used and the training required and that doctors and lawyers would encounter similar problems in defining for occupational purity.

A greater problem in occupational definition is found in the lack of professional discreteness, in that teacher educators are registered under the same general provisions as teachers, yet teacher educators at universities are not required to be registered. No such schism is found between medical practitioners in private practice and in government service, for example, although lawyers in private practice are differentiated from magistrates and public prosecutors where supposed occupational distinctions are certainly debatable. This example could establish a pretext for a section of an occupational grouping being cast as a separate professional grouping, thereby allowing for a professional differentiation between teachers and teacher educators.

The greatest problem in occupational definition is that teacher educators have no unique professional organisation. Any association that occurs tends to be with teachers and under the statutory regulations governing registration, White teacher educators are virtually compelled to associate with teacher organisations. For a profession to advance qua profession it is necessary to obtain clear occupational differentiation including occupational identity.



5.3.2 Professional KnowledgeFactor 2 Intellectual Basis of Knowledge.Attribute.

A profession is required to be founded upon a substantial body of knowledge and skill which is intellectual in character. The knowledge is considered intellectual in that it is founded on science and learning<sup>11</sup> and is characterised by a high degree of general and systematised knowledge<sup>12</sup>.

Spies alludes to a broad base of specialised knowledge which is organised in the form of a logical system of theories in such a way that the layman realises that he cannot master the professional work.<sup>13</sup> This specialised knowledge forms the basis of professional authority.

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11. Flexner in Stinnett, T.M. : The Profession of Teaching, The Centre for Applied Research in Education, Inc., New York, 1962, p.3.
  12. Barber in Podmore, D. : "The Professions - A Sociologist's Comment", The Australian Journal of Higher Education, Volume 3, Number 3, December 1969, p.227.
  13. Spies, P.G. van Z, : Professional Control Over the Teaching in the Republic of South Africa, H.S.R.C., Report No. 0.65, 1978, p.36.

Commentary.

Teacher educators are affected by the status of the knowledge and technique they impart to teachers in training. One of the problems of teaching is that the knowledge and skill components are not considered unattainable by the ordinary layperson. It is felt that they can be acquired by some trial and error practical experience in the classroom. Although this is a highly contentious issue, historically teacher education was founded on an apprenticeship model, termed "sitting with Nellie", and specific academic courses in teacher education are relatively new. In England an academic training of a degree plus one year probationary teaching was considered a sufficient qualification for teaching up to 1972<sup>14</sup>. The layperson can be forgiven for underestimating the importance of professional education and training in the light of this history of professional teacher education. This perception is exacerbated by the familiarity of the public with schooling, in that aspects of a teacher's education and training are not readily

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14. Hewett, S. (Editor) : The Training of Teachers. A Factual Survey, University of London Press Ltd, London, 1971, p.56.

apparent¹⁵ and the knowledge component may easily¹⁶ be viewed as coinciding with the school syllabuses which the pupils master. The distinction between mere teaching and a good teacher is seldom entertained in the public mind, and if it is, it is probably viewed as being more related to the personality and character of the individual teacher rather than to any aspect of professional preparation. These notions are difficult to counter; indeed they may be substantially correct given the one year post graduate diploma appended to a relatively unrelated degree course, which is currently considered as a sufficient professional training. The superficiality endemic to a single year of professional education and training composed in a crowded timetable does little to satisfy the teacher educators, let alone the students who enter teaching as "qualified", yet feeling like relative novices. The induction year and the concept of teacher tutors in schools, reminiscent of the apprenticeship model, have been considered a solution to the perceived superficiality of this unitary post graduate year of training. The four year integrated degree training or extended diploma training would appear to be a desirable

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15. Such as the Philosophy and Psychology of Education, for example.

16. Incorrectly, in the author's opinion.

solution to such cursory training, yet they have not been held in sufficient prestige by certain sectors in the universities and are held by such to be too prosaic and vocational.<sup>17</sup> The need for esoteric education is seen as providing the intellectual stimulus necessary to professional preparation, thereby ensuring a rigorous selection. Yet teaching is numerically a large profession and unable to attract such numbers of persons of such calibre. Professional teacher education cannot be conducted in a rarefied academic ethos exclusively. The four year integrated degree or diploma may be the best compromise between esoteric academic knowledge and professional preparation. Teacher education is perceived to fall short of the purist professional ideal of being based almost exclusively on intellectual knowledge. As an academic discipline, Education has only been accepted as a major subject of proper academic standing in the universities relatively recently. Some universities still eschew Education as a major subject. Cognisance is taken that such studies are unrelated to qualification as a teacher - a degree with a major in Education is not perceived to be a professional

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17. Scott, P. : The Crisis of the University, Croom Helm Ltd, London, 1984, passim.

education. In addition, the subject Education is also relatively devoid of specific and unique content. It is rather a multidisciplinary melding of more fundamental disciplines such as Philosophy, History, Sociology and Psychology. Education is not as pure an academic subject, relatively speaking, and perhaps greater efforts could be made to promote Education as a major subject of repute within the liberal arts and humanities of esoteric academia.

5.3.3 Professional Training

Factor 3 Educationally Communicable Specialised Technique¹⁸

Attribute

The relatively long period of professional training does not consist of pursuing purely unchannelled esoteric knowledge. Specialised knowledge is required in the form of a body of theoretical knowledge which underpins the practice of the profession, ensuring a high degree of technical skill.¹⁸ Therefore the practice of a profession involves a definite

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18. Flexner in Stinnett, op. cit., p.3.

19. Hoyle, E. and Megarry, J. (Editors) : World Yearbook of Education 1980 : Professional Development of Teachers, Kogan Page Limited, London, 1980, p.43.

technique which is based on specialised training, emphasising intellectual techniques and the intellectual training must be geared in some way towards a practical and definite end.<sup>20</sup>

Commentary.

Neither Education as a subject nor Professional Teacher Education as a course of studies can be considered as teaching a person to teach in the same sense that medical studies engender a medical practitioner or legal studies engender a lawyer or advocate. The essence of teaching is not contained in a developed body of intellectual knowledge to the same extent as in other professions. The reason is twofold :

(i) teaching is more of a performance based occupation than a knowledge based occupation. On the one hand, if a medical practitioner knows the facts of diagnosis and pharmacological compounds, he can effect a cure with a high level of assurance in his techniques based on his intellectual understanding and knowledge. On the other hand, a teacher can know his subject matter perfectly, yet is not able to apply it in the same way with the same degree of

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20. Flexner in Stinnett, op. cit., p.3.

certainty. The teacher's personality, the nature of the child and the relationship between the teacher and child are not entirely matters of book learning or intellectual understanding. Teacher education is to that extent limited as a professional endeavour; and

(ii) Research in education is not a definitive and exact science. No one-to-one causal relationships exist that can be set out in books or passed on to student teachers by lecturers. If a seasoned teacher is battling to teach a pupil he is unlikely to spend hours researching in a library as, say, an advocate might do when confronted with a challenging case. The teacher's knowledge is more experientially based. For this reason a teacher may consult a colleague or try a different ploy when confronted with a tardy pupil. He will not expect to find a solution in a book to guide him. Even if a similar set of circumstances are found in a book, the teacher is unlikely to find the precedent of another's experience of much more value than a tentative hypothesis to be adapted rather than adopted for the unique set of circumstances.

Teacher education can never be an enumeration of another's experience as this is unscientific, lacking in generalised truth and often irrelevant. During a period of practical teaching a tutor can merely comment on aspects of the

student's performance that appear to succeed or fail. It is left to the student ultimately to discover the unique truths of his own teaching style. This is remote from a lawyer referring to "the law" for guidance and succour. A teacher cannot refer to "the education"; nor can a teacher educator pass on the basic knowledge of "the education" in the same way that a legal educator can pass on knowledge of "the law".

Factor 4 Prolonged Training²¹

Attribute.

Professional education is considered as sufficiently complex and difficult to require a prolonged period of education and training to master the requisite knowledge and skills.

Commentary.

Although no national minimum training requirements are specified for teacher educators and differential levels of academic qualification may exist between the various education departments, the desirable norm²² for teacher educators would be a degree, teaching diploma and probably,

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21. Hoyle, op. cit., p.43.

22. This level of academic qualification would need to be set by organised teacher educators in association.



at least, one post graduate degree<sup>23</sup>. In certain areas, such as Primary Studies and Craft/Skill subjects, diplomates are found. Degrees would be preferred in these areas as well, but specific undergraduate degrees are not offered in many of these areas. The emergence of degrees in Primary Education and Physical Education, for example, are providing relevant graduate training which is of value, inter alia, to the teacher educators.

The length of training would fluctuate with the qualifications obtained, but would vary typically between three<sup>24</sup> and five years<sup>25</sup>.

#### 5.3.4 Training Factors.

##### Factor 5 Training at Recognised Institutions of Learning<sup>26</sup>.

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23. It is an interesting commentary on teacher educators that no statistical information on the breakdown of qualifications of teacher educators exists in either the de Lange report or in the official annual national statistics.
24. ie. the three year Diploma in Education or equivalent.
25. ie. a degree and diploma (or integrated degree) plus a post graduate degree.
26. Pratt, H. (Editor) : Dictionary of Sociology and Related Sciences, Littlefield, Adams & Co., Totowa, New Jersey, 1966, p.235.

Attribute.

Not only is the training for professionals intellectual, complex and of long duration, but the institution of training must be held in high public and professional regard and be beyond repute as an educational and training institution.

Commentary.

Teacher educators are generally trained at colleges of education and/or universities. The university is the educational institution paramount in the public eye and professional training is increasingly being institutionalised in universities, especially in degree courses. Often post graduate qualifications are required<sup>27</sup> and in some instances Masters or Doctoral degrees are required<sup>28</sup>. Colleges of education are not held in the same esteem by the public as institutes of learning.

Institutions of learning are recognised by the public, in part, according to the qualifications held by its lecturers. Generally, teacher educator lecturers with college qualifications will hold the same qualifications as those

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27. eg. Advocate.

28. eg. Psychologist, Professor, Dentist.

the teachers they are training will obtain upon completion of their courses. Although lecturers are screened on the basis of personal qualities and experience, it is desirable that the teacher educator profession should be a degreed profession, and preferably a profession requiring relevant post graduate qualifications. Such education and training would reflect positively on the teaching institution and would go some way towards meeting the requirement for teacher education to be conducted at a recognised institution of learning.

Factor 6 Training Entailing Specialised Preparation²⁹

Attribute.

An occupation must have a definite professional and vocational component to its training, usually combined with more general academic studies, in order to qualify as a profession. Academic studies alone are not sufficient.

Commentary.

All teacher educators are required to have a recognised teaching qualification. Typically this would be the same qualification required of them in order to commence teaching in schools. Such qualifications are usually diplomas,

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29. Pratt, op. cit., p.235.

whether of three or four year's duration and standing on their own, or as one year post graduate diplomas.<sup>30</sup> If teacher education is to be viewed as distinct from teaching, further education should be required and it should be professionally and vocationally orientated to fit the professional paradigm. Teacher educators typically further their studies in three ways, viz:

(i) a post diploma or post graduate further or specialised diploma in education. These diplomas may be subject specific<sup>31</sup> or educationally specific;<sup>32</sup>

(ii) a subject oriented post graduate degree such as an Honours degree within the teacher educator's specialist area;<sup>33</sup> or

(iii) a post graduate degree in education, the Bachelor of Education<sup>34</sup> being relatively common amongst teacher educators.

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30. The integrated degree course is relatively recent in origin and in time is likely to be more prevalent in the author's opinion.

31. eg. in Computer Studies, for example.

32. Such as Remedial Education, for example.

33. In English, for example.

34. A post graduate degree equivalent to an honours degree (abbreviated B Ed).

None of these qualifications entails a specialised preparation for teacher educators qua teacher educators. The qualifications are geared towards teachers as educators and do not entail specific academic or professional aspects related to training teachers, such as curriculum studies on teacher training or on aspects of practical teaching, for example. Such studies are absorbed via informal reading, discussion and private research. Often aspects specifically concerned with teacher training are absorbed experientially and informally in a manner more appropriate to the apprenticeship model. The point is not that the qualifications mentioned above are undesirable or even inappropriate. The question is whether an academic Honours degree in subjects like English, Mathematics or Physics enhances a teacher educator's ability to promote a student's learning and development in practical teaching for the Senior Primary school, for example. Even the B Ed degree is academic in nature and, although it deals with educational matters and topics, it is not really akin to its counterpart in Law, the Bachelor of Laws degree³⁵ which is more specifically vocational and professional, acting as a qualifying degree for admission as an Advocate, an upper

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35. The LLB.

echelon career within law. It could, of course, be argued that the two year LLB could be roughly equated with the two year HDE plus B Ed as an academic cum professional and vocational qualification which is an appropriate qualification for teacher educators.

In considering the further professionalisation of teacher educators, it may be more appropriate to consider a more idealistic qualification instead of analysing the status quo. A teacher educator does not study and qualify in order to apply for a teacher educator post in the same way that a teacher qualifies for a teaching post. A specific entrance qualification requirement to be obtained in advance of the possibility of obtaining a post is an inappropriate model of professional qualification in this instance. Medical practitioners for example specialise via further specialised education and experience in order to train medical students. Excellence on the job, plus specialised studies, whether formal or informal, are the usual criteria for medical educators, and this is often coupled with further experience under the guidance of appropriate specialist experts, which is more akin to an apprenticeship model than to excellence attained purely via academic pursuance after truth.

It could be postulated that professional educators of all professions form an upper echelon professional subset which does not require a specialised preparation that is unique.

Yet there is a distinction between teaching and teaching teaching. Obviously different and new perspectives and sources of information are required. The question is how they should be acquired and what recognition is necessary to designate that an individual teacher educator has in fact acquired them to a satisfactory level.

Two ideal models would appear to be appropriate for consideration:

(a) A B Ed degree, allowing for specialisation in Teacher Education, and open to qualified teachers, whether diplomates or holding degrees, would be appropriate and desirable. Such a qualification would need to be forged by the profession and the universities in consultation. In order to visualise such a course, a possible template could be :

History of Teacher Education.

Philosophy of Teacher Education.

Issues in Teacher Education.

Classical Texts in Teacher Education.

Curriculum and Teacher Education.

Academic Education (an overview of the Philosophy,

Psychology and Sociology of Education as per the conventional B Ed degree).

Electives could be afforded in more specific areas such as the Methodology of Teaching School Subjects or School Phases, Practical Teaching (theory and practice) and Educational Technology, to name a few examples.

(b) The second ideal model for consideration could be a coursework masters degree along the lines of the MBA<sup>36</sup> or MPA<sup>37</sup> degrees. Admission to such a degree could be on the basis of a recognised teaching qualification, a degree, and relevant experience at an appropriate level<sup>38</sup>. The course could entail the B Ed degree as described in option (a) above plus a dissertation, scaled down in extent, on a topic broadly relevant to teacher education. An internship or induction year as a teacher educator could possibly also be required, similar to the masters degrees required for registered psychologists. The degree could be designated as a Master of Teaching Science or a Master of Teacher Education degree.

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36. Master of Business Administration.

37. Master of Public Administration.

38. Such as holding a teacher educator post, for example.

Factor 7 Control Over Training.Attribute.

Professions in association are typically involved in the training course requirements. This would include input and control over the qualifications required, the curriculum and the course content. For example, the chartered accountants specify a CTA³⁹ or B Compt degree⁴⁰ for admission to their final qualifying examination. The universities provide the basic education, but the profession has an input into the lecturers selected⁴¹. The final examination is controlled by the profession itself and the examinations are based on questions involving theory and practice which may be submitted by senior and respected chartered accountant practitioners in private practice.

Commentary.

As no specific qualifications exist for teacher educators, and as no professional association specifically for teacher

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39. Certificate in the Theory of Accountancy.

40. Bachelor of Accounting Science.

41. Salaries may be augmented by the professional association to attract lecturers of the desired calibre in terms of academic standing and experience.

educators exists, discussion of this attribute is hypothetical. If specific qualifications were introduced, and if a viable professional association were formed, control over the training and qualifications required of teacher educators would be appropriate and would probably be considered essential by the profession corporate. Indirect control is currently exerted via feedback from the schools, past students, the employing authority and the teachers' societies.

#### 5.3.5 Service Orientation.

#### Factor 8 Unique and Essential Service<sup>42</sup>.

##### Attribute.

A profession has a service orientation rather than a goods orientation or a profit orientation. Although goods and profits may be involved, they are not afforded central prominence and are underemployed in favour of service. The service is unique in that it is beyond the layman and circumscribed specifically for the professional occupational grouping.

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42. Gilbert, C.B. : "Professionalism and the Status of the Teacher", Education Journal, Volume 90, Number 2, September 1980, p.8.

Commentary

The teacher education profession specifically provides a service that is not carried out for profit per se and is totally involved in training teachers. The ordinary layman could not replace a teacher educator willy nilly in his position.

Factor 9 Professional Service is for the Public Good and is Critically Important for Society.⁴³

Attribute.

In order for an occupation to aspire to professional status, it must provide a service that is needed by society to an extent that it is vital for society's continued welfare, progress and prosperity. This factor is perhaps best viewed by a consideration of what would happen to a society if the profession were excised from that society. Professional status is, in a way, society's acknowledgement of the necessity of the profession.

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43. Millerson, G. : The Qualifying Associations : A Study in Professionalization, Routledge and Kegan Paul, London, 1964, p.4.

Commentary

Teacher educators are not expendable as an occupational grouping. Without teacher education there would be no teachers and therefore no formal transmission of knowledge, culture, and skills upon which the quality of life and the occupational structure rest. The precise form of teacher educator could vary, but the task must continue if modern societies are to function effectively, especially in the economic sense, in the way to which we are accustomed <sup>44</sup>.

Factor 10 Professional Service Must be Provided to Whoever Requests and Requires it<sup>45</sup>

Attribute.

If the service provided by a profession is critically important for the well being and progress of the society and

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44. It is interesting to note that the Manpower 2000 project was built upon the economic importance of education, as was the de Lange Commission, and that the Government has acted on the insights gained, in that Education received 17.7% of the State funds according to the 1987 Income Tax Brochure. (RSA, : Income Tax Information Brochure : 1987 Tax Year, (Form IT38S), Department of Finance, RSA, 1987.

45. Podmore, D. : "The Professions - A Sociologist's Comment", The Australian Journal of Higher Education, Volume 3, Number 3, December, 1969, p.227.

the public good to an extent that the society cannot do without it, it naturally follows that all the individual members of the society must have access to the service. This access must be to a certain minimum level for all citizens as assured by the Government, and beyond that to a state of excellence according either to the deserts of the individual or his ability to pay for the best service that is available. There should be no discrimination between clients on the grounds of sex, race, religion or social class.

Commentary.

Education in the RSA has become increasingly universal⁴⁶. The quality of Education provided is influenced by the quality of the teacher educators, which in turn is predicated on the quality of the financial and physical provision for training institutions.

Teacher education does not fare ideally in considering this factor amongst the professional attributes. The De Lange Commission highlighted the differential financial

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46. A process existing in White education, with an attempt being made to provide formal schooling for Black children effectively for a minimum period of four year's duration, the tendency and intent being to extend the minimum requirements over time and to implement these requirements more effectively to ensure an increasingly universal compulsory education for Blacks .

provisioning to the various groupings in the RSA under Government policy, including the provision of teacher education and teacher training institutions. The Government has made, and is making, efforts to close the gaps but the differences are so great that a relatively long period of time is expected to elapse before a reasonable degree of equality is reached. A greater problem in providing a universal service lies in the Government's educational ideology which divides education as "own affairs" along racial grounds. Although the universities, to a greater or lesser extent, have been able to admit students of all races into teacher education based on excellence and the ability to pay, and to appoint teacher educators solely according to merit, this does not apply to colleges of education which admit students solely on racial grounds.

It should be noted that discrimination on sexual, religious and social class grounds do not seem to be prevalent, and if they occur do not seem to be contentious, as public outcry or commentary is relatively unknown. In professional and public circles, any comment would tend to be for the need for better calibre applicants and for more men to be admitted because of the scarcity of men, particularly in primary schooling, which is a universal problem.

5.3.6 Professional Authority Sanctioned and Rewarded by the Community.

Factor 11 Professional Authority Sanctioned by the Community<sup>47</sup>

Attribute.

A community, in protecting the professional authority and right to practise of an occupational group via statutory registration and/or licensure, is in effect protecting itself. If professional knowledge is essential to a community and the welfare of its members, society needs to protect itself from bogus practitioners.

Commentary.

In effect, the registration of teacher educators represents a public recognition of the professional authority of teacher educators. Registered teacher educators are sanctioned by the community to practise their knowledge and skills for the benefit of the community. The basis of such sanctioning is the specialised knowledge possessed by the professional persons concerned. The ideological basis of the sanction is contained in the registration viz. Christian

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47. Spies, op. cit., p.12.

National Education (CNE). Obviously Marxist educational theory would be unacceptable in the current circumstances in the RSA. The sanction implies the parameters of what may be taught, how it may be taught, by whom it may be taught and to whom it may be taught. In Russia, for example, the ideology and its effect on teacher educators would be radically different, indoctrination of democratic principles would be eshewed and Soviet ideology promoted. The sanction is instituted by the government of each country on behalf of the people within the parameters of an acceptable value system.

Factor 12 Sanctioned Professional Autonomy⁴⁸

Attribute

Having set the sanction within the broad parameters of permitted professional action, the profession is then allowed autonomy to practise within the parameters laid down without interference. The basis of this professional autonomy is the fact that the knowledge and skills are specialised and the individual practitioner needs independence to act professionally. Professional control

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48. Ibid., p.39.



of the individual practitioner is carried out by the corporate profession as they are the arbiters of acceptable professional practices.

### Commentary

Teacher educators are subject to the professional controls of the TFC in a very general way, although the disciplinary board does not consist only of teacher educators. Nor is there any corporate professional association to decide on the permissible use of autonomy and independent professional judgement. Some teacher educators would consider the limitations of Christian National Education (CNE) as professionally unacceptable. A philosophical schism is apparent between the pedagogical based elements of education, as found predominantly in the Afrikaner dominated teacher training institutions, and the western nomenclature indicative of course structures and content in the English teacher training institutions.

Ideally, teacher educators should not be subject to personal inspections as professional persons, nor should their institutions be subject to inspection by non-practitioners. The professional registration of teacher educator practitioners and the accreditation of teacher education institutions and courses would be acceptable providing that it is conducted by a teacher educator professional association, possibly with representation by other

interested bodies such as parental representation, governmental representation and representatives of the teaching profession.

Factor 13 Recognition of the Public Worth of a Profession.<sup>49</sup>

Attribute

An occupational grouping must obtain public recognition as a profession to attain professional status. Recognition is awarded according to the type of work and to the calibre of the practitioners qua professionals and as persons.

Commentary

Registration of the teacher educators on the TFC may be seen as official recognition of the public worth of the teacher educator profession. As teacher educators do not work in private practice, the exact nature of the recognition by the public and the worth ascribed are difficult to ascertain.

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49. Davies, E.H. : "So you think you're professional do you?", Education Journal, Volume 88, Number 1, April 1978, p.12.

Factor 14 Social Power, High Status and Rewards⁵⁰Attribute.

With recognition of public worth goes considerable social power and high status. This often goes hand in hand with monetary and honorary rewards as symbols of the worth of the work achieved by the practitioners of a profession.

Commentary.

Teacher educators probably have a higher status than teachers, although not necessarily higher than school principals. University based teacher educators will generally be perceived by the public to have a higher status than teacher educators at colleges of education because of the social power and prestige intendent on a university and its academic personnel. In terms of monetary rewards, no distinction can generally be made between teacher education lecturers at universities and at colleges, both being generally ranked more highly on promotion and pay scales than teachers. Virtually every teacher educator would be perceived as holding at least one category promotion advantage over a class teacher.⁵¹

Any social power, higher status, monetary and honorary

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50. Pratt, op. cit., p.235.

rewards may be seen as symbols<sup>52</sup> of worth and success.

### 5.3.7 Professional Individualism

#### Factor 15 Freedom for Professional Self Direction<sup>53</sup>

##### Attribute.

A professional practitioner has a broad range of autonomy in carrying out his profession. He has the freedom to practise<sup>54</sup> unfettered by external controls beyond that of acceptable and worthy professional practice. The self direction is discerned by the individual practitioner's control over the pace and scheduling of his work.<sup>55</sup> This licence is not given carte blanche, and with the freedom to practice comes the acceptance of broad personal responsibilities for judgements made and acts performed.<sup>56</sup>

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51. The position in Black colleges is difficult to assess and is asserted by extrapolation, although different social factors may exist.

52. Barber in Podmore, op. cit., p.227.

53. Stinnett, op. cit., p.3.

54. Davies, op. cit., p.13.

55. Scruton, R. : A Dictionary of Political Thought, Pan Books in association with The Macmillan Press, London, 1982, p.379.

56. Liebermann in Stinnett, op. cit., p.3.

Commentary.

Teacher educators are given freedom to decide on syllabuses and courses, albeit within the parameters set by bodies such as the Committee of Heads of Education, the employing authorities in the form of governmental departments, and by the universities, via negotiations in the College Senate (if such exists in any particular institution). Complete autonomy in this regard is probably unwise as teacher educators form part of a professional team within a community or nation and cannot be a professional island with discretionary powers exclusive to themselves.

Similarly, the individual teacher educator devises his lecture notes, deciding on emphases, time allocations and the desirable pace of working. He is ultimately responsible for covering the work required in his course and in a satisfactory manner. Accountability is diffuse and often occurs in the form of moderation of examination question papers and moderation the assessments given. Teacher educators are subject to formal and informal controls within their institutions, the major ones being student reaction and the departmental nature of the college organisation which engenders peer influence and provides internal balances.

Factor 16 Professional Altruism.⁵⁷Attribute.

Professionals conduct a service which is essential to society and rewarded accordingly. For these reasons the primary orientation of profession is to the interests of the wider community rather than to individual self interests.⁵⁸ The tendency towards altruism on the part of the professional is sufficiently common to be a distinctive trait of a professional.

Commentary.

Teacher educators are rewarded favourably, given that they do not operate in private practice. Their work is not characterised by self-interest and profit. It is commonplace to find teacher educators giving freely of their skills and talents within their institutions and within society generally. Many provide special additional tuition without reward or at a nominal rate and many are found in societies and organisations within the professional community and in society, where their expertise and time is freely given for altruistic reasons.

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57. Flexner in Stinnett, loc. cit.

58. Barber in Podmore, op. cit., p.227.

Factor 17 Presumption of Learning in Practice<sup>59</sup>Attribute.

Professional training and education is complex and prolonged prior to qualifying. It stands to reason that ongoing education is required if the practitioner is to keep up to date with the advancements in learning and technique, and in refreshment of prior knowledge. Although the organised profession is likely to provide opportunities for in-service, part-time and/or full-time educational courses, the onus is on the individual practitioner to take advantage of these formal opportunities. Similarly the informal cumulative learning, as per professional meetings and conferences, and by reading professional journals and books, is presumed to be ongoing at a sustained and substantial level under the individual practitioner's personal volition on a continuing basis.

Commentary.

Teacher educators as lecturers are typically found involved in professional meetings and conferences. A fair proportion of lecturers at colleges of education and universities improve their formal qualifications. Obviously, as part of

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59. Scruton, op. cit., p.379.

the lecture preparation they are involved in, at least, informal research and ongoing reading in their particular subject is accomplished. University departments and colleges of education have novel and ongoing projects and investigations as part of their conventional modus operandi. Lecturers are involved on departmental subject committees, in teachers' societies, as examiners for the senior certificate examinations and as authors of text books, all of which constitute learning in practice.

Factor 18 Professional Manner.

Attribute.

The professional's concern and sphere of interest revolves around professional concern for his clients rather than a personal concern. The relationship between a practitioner and his client is prescribed by professional parameters and is typically one described as being characterised by disinterestedness and emotional neutrality⁶⁰. A delicate relationship of professional interest and concern is maintained. If personal overtones intervene, the professional is limited in his professional approach to that

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60. Podmore, op. cit., p.227.



extent. A medical practitioner does not normally medically treat members of his family, in matters of any significant import at least. A judge must recuse himself from a court case he is judging if he has a personal or vested interest<sup>61</sup> in the person being tried or in his welfare. A minister of religion similarly may not have a personal romantic relationship with a communicant in his congregation, unless under a specified and sanctified set of courting circumstances, which are publically acknowledged and publically accepted.

Commentary.

Teacher educators must assess assignments and practical teaching performance in the light of professional considerations. A student may not be failed because of personal animosity nor passed on grounds of personal admiration. The pass and fail criteria are in the interests of the teaching profession and ultimately the parents, pupils, colleagues and community which relies on a rational and fair screening and selection process to ensure that the teachers in the schools have achieved required levels of competence as persons and practitioners as prescribed. It is

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61. For example, a business relationship such as a partnership.

usual to have moderation of examinations and second opinions in practical teaching in order to ensure that any personal bias is corrected.

Factor 19 Advancement Within the Profession⁶².

Attribute.

As a professional is steeped within a professional work ethos, arising out of specific training, it is desirable that advancement from level to level within a profession is usual and possible. If outsiders move into a profession and professionals move out of a profession, the profession is depleted in its whole professional stance. The unity and rationale required for a profession would be undermined.

Commentary.

Teacher educators are selected from erstwhile teachers. There is a promotional hierarchy of lecturer, senior lecturer, head of department, vice rector and rector within colleges of education and professorships for university personnel. Promotions may occur between universities and colleges of education in either direction. College lecturers may move to upper levels of management in schools as teachers or principals, or into head office as inspectors,

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62. Scruton, op. cit., p.379.

researchers, subject specialists or professional administrators. These career patterns are not so diverse as to herald problems for the profession of teacher educator.

#### Factor 20 Professional Group Autonomy

##### Attribute.

A professional association can work towards a group autonomy and enhance its practitioners by providing corporate opinions, negotiating with other power organisations, such as governmental agencies, and representing its members in public issues. No individual member can hope to achieve to any extent what an association of professionals working in unison can achieve via negotiations and providing inputs into policy decision making on the part of governmental departments.

##### Commentary.

Teacher educators have to rely on individual teacher educators to talk on their behalf, usually via teacher associations and organisations. This is not a satisfactory arrangement as individuals lack a corporate power base and teacher associations will promote their concerns which may not always coincide with the interests and opinions of teacher educators. Historically the colleges of education in the RSA have fallen between the universities as one power

group and governmental departments as another power group. In the past, commissions in education have had teacher educators as members but invariably upon closer inspection they have been university lecturers or education department officials. Colleges of education have consistently been overlooked as policy agents who provide inputs into policy decisions of national and regional significance. When evidence has been requested by a commission, submissions from individual colleges of education have been recorded.<sup>63</sup> No systematised general agreement is apparent.

#### 5.3.8 Professional Association.

##### Factor 21 Marked Degree of Institutionalisation<sup>64</sup>

##### Attribute.

Professionals do not work as individuals. The basis of professionalism is the urge to form a professional association or organisation and to act as a vocational association to promote the individual and corporate interests of the profession. Such associations are formed via self organisation and provide a unity to the profession. Failure to associate professionally is likely to

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63. eg. Gericke Commission.

64. Pratt, op. cit., p.235.

affect the professionalisation process of any occupational grouping severely.

Commentary.

Teacher educators have not formed a professional association specifically for teacher educators in the RSA as has occurred in England for example with the ATCDE. This is the one crucial and fundamental requirement in the RSA for the greater professionalisation of teacher educators, as so many other factors flow out of a corporate profession with an instituted association to act in the corporate professional interest.

Factor 22 Functions carried out by a Professional Association

Attribute.

A professional association typically creates structures for the management and promotion of the corporate affairs and individual interests of the profession. These include, inter alia, the following :

- (i) it promotes and controls the conditions of service determined by its members;<sup>65</sup>

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65. Davies, op. cit., p.12.

(ii) it controls the admission of new members⁶⁶ via control over the acquisition of learning as required for entry, registration, credentialling, and licensing, and thereby secures a monopoly of service;

(iii) the association fights for public recognition;⁶⁷

(vi) the association via its control mechanisms guarantees the competence and conduct of its members;⁶⁸

(v) a professional association promotes the professional growth of its members via professional literature and by arranging informal or formal occasions for the meeting of kindred professionals, where common concerns are discussed and perhaps debated; and;

(vi) professional associations often either promote or conduct professional research.

Comment.

By not having such a professional association of its own, teacher educators are vulnerable to the government setting a course which is not in the interests of the profession

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66. Hoyle, op. cit., p.43.

67. Stinnett, op. cit., p.4.

68. Loc. cit.

because it cannot negotiate professional matters with a united voice. Another drawback of not having a professional association is the reliance on colleagues within an institution to provide professional insights, learning and communication. The schism caused by own affairs educational departments means that colleges of education are often unaware of problems and strengths in colleges situated close to themselves, let alone in those colleges which are geographically dispersed. A professional schism also occurs between the colleges and the universities and little interaction, especially on an ongoing basis, is apparent even between colleges and the faculty of a university with which they have a close association. Contact is minimal at a professional level even where courses are shared and senior representatives of the university sit on a College Senate and Council.<sup>69</sup>

Minimum credentials required of teacher educators for various posts in the post structure hierarchy could differ from department to department. Optimal levels in terms of the quality of educational attainments and expertise in

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69. For example, a local university and a college of education which are jointly involved in both the Bachelor of Primary Education degree and the four year Higher Diploma in Education (Secondary) seldom meet formally on broader non-specific matters.

practice would usually be the responsibility, if not the prerogative, of a professional association.

The professional association will be considered in more detail in a later chapter.⁷⁰

Factor 23 Professional Conduct and Professional Ethics ✓

Attribute.

As an autonomous and powerful group, a profession naturally feels the need to prescribe guidelines for its members as to the nature of their duty towards their clients and society, and the required professional responsibility and decorum which enables members of a profession to learn from one another and to avoid entering overt competition with one another.⁷¹ To this end, a professional ethic is drawn up consisting of a set of beliefs and values that facilitate and support the successful performance of professional tasks.⁷² The resultant code of professional ethics enjoins the responsibility of the profession to the collectivity it serves.⁷³ The ethical code enables a high degree of

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70. Infra, Chapter Six.

71. Scruton, op. cit., p.379.

72. Loc. cit.

73. Pratt, op. cit., p.235.



professional self control over the professional conduct of practitioners within the profession, this control being commonly enforced by means of disciplinary action. Censure, in severe cases, is usually by revoking the right to practise the profession for a specified period. It is the task of the professional association to uphold the ethical code.

#### Commentary.

Teacher Educators, being registered along with the teachers, come under the ethical code for teachers. The intent implicit in the code is generally applicable to teacher educators as well, and is in the main appropriate. Any disciplinary inquiries should be assessed by a panel consisting of some teacher educators at least, as the nature of the inquiry is substantially distinct from the realm of the school and teaching.

#### Factor 24 Professional Solidarity

##### Attribute.

Arising out of occupational corporateness and professional association it is typical to find a strong feeling of solidarity and class honour. Loyalty to the profession, its values and other practitioners is common. Some authors even

refer to the creation of a sub-culture.<sup>74</sup>

Commentary.

Professional esprit de corps amongst teacher educators is probably more highly developed than one would think in the face of the lack of regular contact and a professional association. More and regular contact, both formal and informal, on a regional and national basis is desirable if teacher education is to become more professionalised, and especially if decisions are to be taken and positions adopted on the part of a corporate profession in dealing with the national policy makers to affect policy decisions via submissions and contributions in discussions. A mandate to speak on behalf of the profession will require a corporate stance and a relatively homogeneous value commitment.

5.4 Process Paradigm and the Professionalisation of Teacher Educators in the RSA

As little evidence of the process of professionalisation has been evident for teacher educators as a distinct occupational grouping, discussion of the process paradigm is very limited. Teacher educators in the RSA have almost been

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74. Houle in Jarvis, op. cit., p.22.

professionalised by default through a process of professional collocation, in that they have been closely associated with the professionalisation of teachers on the one hand, and associated as tertiary lecturers with qualifications and a task akin to that of university lecturers on the other hand.

The professionalisation of teacher educators at present appears to have been given an incentive by individual teacher educators, teachers' associations and government initiative. No rank and file association for, or surge towards, a greater professionalisation has been apparent. Nor has a concerted move against the greater professionalisation of teacher educators been apparent. This profession has almost moved through the initial stages of the process of professionalisation by passive acceptance of, and compliance with, what was happening in terms of compulsory registration.

At another level, teacher educators may well rate themselves as professionals already rather than seeing themselves as becoming more professionalised. Their neutral stance may merely be indicative of professionals tolerating the institutionalisation of their accomplished professionalism.

From the perspective of the process paradigm certain profession-type features are discernible, even if they were

not consciously adopted for reasons of increased professionalisation. They are, inter-alia, as follows :

- (i) teacher training courses have been extended to the ideal four year training;
- (ii) teachers' training colleges have become Colleges of Education;
- (iii) conditions of service have been negotiated by the teachers' associations and have included teacher educators;
- (iv) certain colleges have established relatively autonomous Senates and Councils via negotiation between the provinces, the colleges and the universities;
- (v) certain colleges have a close association with sister universities and these colleges offer courses underwritten by the universities concerned, and the college lecturers are involved in tuition for primary education degree courses;
- (vi) at the instigation of the SATC, and latterly the TFC, a Committee of Teachers' College Rectors (CTCR) has met and constituted itself as a body as provided for in the White Paper.⁷⁵ An investigation is currently being carried out

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75. RSA, : White Paper on the Provision of Education in the Republic of South Africa, 1983, Government Printer, Pretoria, 1983, p.12.

into the viability and desirability for autonomy for colleges of education;

(vii) teacher educators in colleges of education have been required to register in order to be employed as teacher educators; and

(viii) an as yet unrecognised Council (CORDTEK)<sup>76</sup> has been formed by constituent institutions involved in teacher education, such as colleges, technikons and universities, in KwaZulu-Natal. The council envisages liaison, coordination and cooperation at micro academic and professional subject department level, as well as at the macro teacher training and education level, on national and regional issues. The council proposes holding a conference on matters relevant and urgent to its constituent members on all aspects of teacher education in the latter half of 1988. CORDTEK is a non-racial regional body, which could assume national significance, and it embodies the germ of professional associationalism for teacher educators in the RSA.

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76. Council of Rectors and Deans of Teacher Education in KwaZulu-Natal.

5.5 Summary.

The profession of teacher education has been viewed and assessed through the two paradigms, the attributive paradigm and the process paradigm. Arising out of the discussion, the present state of the profession has been explicated and guidelines of possible development have been elucidated. Recommendations on the basis of this review are made in the final chapter.⁷⁷

Two cardinal aspects that affect the future of the teacher educator profession and its development are professional association, and the State educational administration, both of which can accomplish the promotion of teacher education. These fundamental areas will be reviewed briefly because of their importance in the process of professionalisation of teacher educators in the ensuing chapters.

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77. Infra, Chapter Eight.

CHAPTER SIXTHE TEACHER EDUCATION PROFESSION AND THE STATE :  
PROFESSIONAL ORGANISATION AND ASSOCIATION AS  
PRECURSORS OF PROFESSIONAL NEGOTIATION6.1 Introduction.

The future of the profession of teacher education lies in the hands of a professional association and the governmental administration of education. For purposes of regular professional negotiation and to promote sound relationships, the role of each will be briefly sketched.

6.2 Professional Association.

The possible advantages and accomplishments of a professional association are many and varied and would depend, in fair measure, on the type of association. Millerson has isolated four primary types of association with two further sub-types. Briefly they are :

(i) the Prestige Association (honour and distinction bestowed) :

(a) exclusive, or

(b) non selective.

(ii) the Study Association (to further the knowledge of a subject).

(iii) the Qualifying Association (to examine and qualify aspirant practitioners).

(iv) the Occupational Association (to organise qualified professionals)

(a) coordinating, or

(b) protective.<sup>1</sup>

Although the typologies are not entirely mutually exclusive, they form reasonably discrete categories. A professional association of teacher educators may aspire to categories (i), (ii) or (iii) but would inevitably, initially at least and probably substantially thereafter, fall under the rubric of an occupational association.

Professional associations typically carry out the following primary functions<sup>2</sup>:

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1. Millerson, G. : The Qualifying Associations : A Study in Professionalization, Routledge and Kegan Paul, London, 1964, pp.32-40.
  2. Ibid., pp.28-30.



(i) the most fundamental aim is to organise the practitioners into an association and keep them effectively in association, with the subsidiary aspects of professional organisation evolving thereafter, such as protecting member rights and interests, for example;

(ii) if the association qualifies practitioners, this function is primary for that association;

(iii) information is communicated to members and opportunities for further study, possibly on a very informal basis, are provided; and,

(iv) registration of practitioners competent to practise is a primary function of associations that register their members.

Millerson also elucidates secondary functions of professional associations, namely<sup>3</sup>:

(i) the elevation of professional status, which is often contingent upon the satisfactory accomplishment of the above central primary aims;

(ii) entry into the profession is controlled, possibly with the sanction of law;

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3. Ibid., pp.28-32.

(iii) efforts are made to protect both the public and the practitioners of the profession;

(iv) The professional association acts as an interest or pressure group on behalf of its members and is assumed to act and pronounce according to the concerted will of the professional group;

(v) the professional association acts as a pressure group to encourage inter- and intra-professional group social activity and it aims to engender cooperation between professionals; and,

(vi) welfare benefits may be provided to members.

Thomas⁴ typifies the broad array of tasks which a profession may perform, largely through its professional organisation.

A professional organisation is responsible for :

A. Providing for a high quality of membership.

(i) recruiting persons of high calibre;

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4. Thomas, L.G. et alia : Perspective on Teaching : An Introduction to Public Education, Prentice - Hall, Inc., Engelwood Cliffs, New Jersey, 1961, pp.313-314.

(ii) developing effective programmes for preparation of members;

(iii) encouraging experimental development of effective professional procedures;

(iv) encouraging in-service growth in professional competence;

(v) providing leadership in formulating and enforcing standards;

- operationally defining the performance of functions expected of members;

- studying and defining professional goals, jointly with the public;

- defining minimal requirements of licensure;

- promoting better accreditation of professional institutions;

- evolving and enforcing a functional code of ethics; and,

- developing techniques for separating incompetent members from the profession.

B. Accumulating a body of validated professional procedures.

(i) drawing upon and interpreting the contributions of basic sciences;

(ii) conducting research on professional problems as well as on scientific problems;

(iii) providing for systematic testing and validating of professional procedures

1. in the preparing institutions and,

2. in the field

a) to publicise and evaluate new, original procedures;

b) to facilitate exchange of information; and

c) to organise and compile this information.

(iv) promoting the experimental attitude toward all professional procedures (every teaching method, for example, viewed as a hypothesis, instead of taken as authoritatively sound or approved dogma).

C. Promoting the organisational life of the profession.

(i) seeing that prospective members are adequately prepared for organisational membership;

(ii) achieving and maintaining appropriate economic conditions for work;

(iii) achieving and maintaining appropriate social conditions for work (relations with the community);

(iv) achieving and maintaining appropriate professional conditions for work (relations between professional members); and,

(v) establishing and maintaining cooperation among the several organisations within the profession in discharging the above responsibilities.

It will be readily apparent that Thomas' responsibilities of a profession cannot be accomplished without Millerson's functions being realised, especially the primary function of corporation and the secondary function of acting as an interest group. Unitary practitioners on their own may do sterling work on behalf of a profession but Vollmer and Mills note :

"All occupations are dependent on the individual contributions of those persons who pursue the occupation. But the effectiveness of an occupation is not gauged by individual efforts alone; the total efforts of occupational members working together with some degree of cooperation must also be considered... Several needs can only be met through concerted action within an occupation."<sup>5</sup>

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5. Vollmer, H.M. and Mills, D.L. (Editors) :
Professionalization, Prentice-Hall, Inc., Engelwood
 Cliffs, New Jersey, 1966, p.159.

Vollmer and Mills note that, in time, the emphasis of a professional association changes from respectability and status to protection of interests.⁶

The teacher education profession in the RSA has no professional association and has had to rely on individual persons within their ranks working through the offices of the teacher associations to accomplish what they have achieved. Their accomplishments, although commendable, have been fragmented and minimal when compared with what a unified profession of teacher educators could accomplish, both in range and depth of endeavour. Stinnett argues that "The distinctive mark of all professions is the formation and maintenance of an all-inclusive association of members."⁷ Vollmer and Mills concur : "One of the things most authors writing on professionalisation would agree (on) is that occupational associations are essential to the process of professionalisation."⁸

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6. Ibid., p.157.

7. Stinnett, T.M. : The Profession of Teaching, The Centre for Applied Research in Education, Inc., New York, 1962, p.66.

8. Vollmer and Mills, op. cit., p.153.

The concept of a unitary professional association of all the teacher educators in the RSA would not appear to be possible at the present, given the plethora of societies and associations which exist for teachers. The ideal would be a professional association incorporating all teacher educators irrespective of language, colour or educational institution, these three factors being divisive factors in education in the RSA. The call for a unitary body is based on the tertiary nature of teacher education, the indivisibility of a professional association on professional grounds<sup>9</sup> and the importance of an entirely voluntary association from a professional perspective as professionalism cannot be prescribed or legislated for : the impulse must come from within the corporate practitioner body itself, initially and on an ongoing basis.

A variant template for a unitary professional association exists in South Africa in the Public Service. The Commission for Administration has recognised the four staff associations<sup>10</sup> under the Public Service Service Act,

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9. Political grounds are based on ideological and administrative factors, not on professional.
10. Public Servants Association (predominantly White)
Public Service League (predominantly Coloured)
Public Service Union (predominantly Indian)
Institute of Public Servants (predominantly Black)

1984 (Act 111 of 1984) and the regulations pertaining thereto do not prescribe on what basis the members should associate.¹¹ In order to be recognised a staff association should "truly represent the best interests of its members" ¹² along lines of common interest.

Similarly, if different teacher educator associations were to come into existence, the aim would be to bring the associations into a relationship of mutual assistance and cooperation, as an alliance of associations.¹³.

6.3 Professional Association in Foreign Perspective

Other Western countries have associations of teacher educators and some of these will be considered briefly in the light of what a professional association of teacher educators in the RSA could be if such an association were formed.

A. United States of America

A number of professional associations exist in the United

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11. van Niekerk, I. : "A finger in the pie", Publico, February 1986, p.4.

12. Ibid., p.6.

13. Mortimer, J.E. and Ellis, V.A. : A Professional Union : The Evolution of the Institution of Professional Civil Servants, George Allen and Unwin, London, 1980, p.1.



States of America, inter alia :

- (i) American Association of Colleges of Teacher Education (AACTE) which is a professional organisation promoting literature and research through conferences, workshops and the quarterly Journal of Teacher Education<sup>14</sup>; and
- (ii) National Education Association (NEA) which has a sub body of teacher educators as national affiliates<sup>15</sup> in an Association of Teacher Education. In addition, the NEA incorporates inter alia a standing Committee on Higher Education. The NEA believes that teachers and students should evaluate the standards of teacher preparation and certification and should be involved in planning and implementing education programmes. Teacher educators are required to be certificated and experienced in their instructional area. Affiliates are urged to cooperate with teacher training institutions and their professional organisations. NEA believes in a rigorous and comprehensive involvement in policy making and in financing decisions that
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14. Page, T.G.et alia, : International Dictionary of Education, Kogan Page, London, 1977, p.19.

15. Ikenberry, O.S. : American Educational Foundations : An Introduction, Charles E Merrill Publishing Company, Columbus, Ohio, 1974, pp.416-418.

affect teacher education and hence teaching per se.<sup>16</sup>

## B. Britain

A number of British professional associations have a bearing on teacher education. They are considered below.

(i) Association of University Teachers (AUT) represents the voice of the academic, inter alia that of the teacher educators, albeit in a more diffuse manner.<sup>17</sup>,

(ii) Universities Council for Teacher Education (UCET) <sup>18</sup> was formed from the British Schools of Education. UCET gave the university training institutions membership of an organisation to conduct business and provide a forum through committees and conferences for the exchange and development of ideas. UCET and ATCDE differed in character, but cordial relations existed between the two associations and they maintained a close liaison.<sup>19</sup>, and

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16. National Education Association : Handbook 1981-1982, National Education Association, Washington, D.C., 1981, passim.

17. Izbicki, J. : Education A-Z, Collins, London, 1978, p.23.

18. Browne, J.D. : Teachers of Teachers. A History of the Association of Teachers in Colleges and Departments of Education, Hodder and Stoughton, London, 1979, (in association with the NATFHE), p.138.

19. Loc. cit.

(iii) National Association of Teachers in Further and Higher Education (NATFHE) is a 60 000 strong²⁰ professional association formed from the alliance of the Association of Teachers in Colleges and Departments of Education (ATCDE) and the Association of Teachers in Technical Institutions (ATTI). The ATCDE was founded by an amalgamation of two existing associations²¹ in 1943 and the ATTI was founded in 1904. The NATFHE represents 85%²² of lecturers in tertiary institutions such as colleges of education, departments of education in universities, and polytechnics and technical institutes. It is a union whose aim is to protect the professional interests of its members. It holds an annual conference.

6.4 Professional Teacher Education Association Case Study : Association of Teachers in Colleges and Departments of Education (ATCDE)²³

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20. In 1975 according to Page, op. cit., p.30.

21. The Training College Association (founded in 1891) and the Council of Principals (founded in 1913).

22. Izbicki, op. cit., p.113.

23. The information in this section is based on Browne, op. cit., unless otherwise indicated.

J. D. Browne in his comprehensive book Teachers of Teachers. A History of the Association of Teachers in Colleges and Departments of Education has documented what may be considered as a prototype of a professional association for teacher educators in the RSA. Some of the features of the ATCDE are elucidated.

The main aim of the ATCDE was<sup>24</sup> to furnish an opportunity for discussion of educational questions, especially those related to the training of teachers, and for the expression of collective opinions thereon.

The modus operandi of the ATCDE consisted of :

- (i) Publications such as journals, annual reports, news sheets and bulletins;
- (ii) Meetings such as conferences and debates;
- (iii) Infrastructure was created such as standing committees, representatives or correspondents in each college to transmit information, branches were formed which submitted reports and recommendations on important current issues, and an educational policy forum was held to forge corporate policy on current issues;

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24. The past tense is used as the ATCDE has subsequently been incorporated into the NATFHE.

(iv) Leadership came primarily from university members and principals of colleges (a Council of Principals met three times a year);

(v) Liaison occurred regularly between professional educational associations such as the ATCDE, NUT, ATTI, AUT and APTI. A joint standing committee was established with the National Union of Teachers (NUT) and regular meetings were held; and

(vi) ATCDE was involved with the educational authorities in departmental inquiries and made representations to the Board of Education thereby providing the united opinion of those with knowledge of the inner workings of the colleges. Evidence was submitted to commissions on matters affecting education in general, and teacher education and educational institutions in particular. In these ways, the ATCDE acted as a pressure group in educational planning and in educational policy making and implementation.

Some interesting quotations elucidate features mentioned above. In 1934 the President (Miss Allen) declared, "There is no regulation or important circular letter emanating from the Board of Education which is not first submitted to your Association. We may not always be able to modify the policy, but at least the grounds on which the

action has been taken are explained and discussed".²⁵

Similarly, a tripartite²⁶ joint standing committee consulted regularly. It was founded as a means of presenting a united front in all important negotiations and was intended chiefly as a channel of communication in that it represented training college opinion to other bodies and conducted enquiries among members.²⁷

ATCDE was founded on the need of all concerned in the training of teachers to show a strongly united front. It was felt that in a world so small as that of the training of teachers, tremendous strength could be gained from a united society. It was however conceded that the ATCDE failed fully to implement the university aspect implicit in its name.²⁸

The ATCDE complained that in the Mc Nair and Robbins Commissions, no member was elected to either Commission who had direct experience with college problems. The failure to give the colleges a direct voice resulted in the ATCDE

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25. Browne, op. cit., p.5.

26. Consisting of the National Union of Teachers, the College Teachers Association and the Committee of Principals.

27. Browne, op. cit., p.10.

28. Ibid., p.248.

setting about to prove that they had views which were worth considering. The Education Policy Forum of the ATCDE was formed "because it was seen that some policy other than expediency should govern the changes that the colleges were required to undergo".<sup>29</sup>

The template implicit in the ATCDE has features such as professional unity, discussion of professional issues and representation on pertinent professional and educational matters which would be desirable in the professionalisation of teacher educators in the RSA.

#### 6.5 Professional Negotiation

A professional association is an occupational association which is similar to a trade union in that it acts and negotiates on behalf of, and in accord with, the interests of its members. The major difference, in theory at least, is that professional associations do not resort to strike action.<sup>30</sup> Negotiation begins with representation and this presupposes a professional association.<sup>31</sup> Vollmer and Mills comment that :

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29. Ibid., p.110.

30. This classical perspective no longer has currency in the USA.

31. Association, representation and negotiation are needed vis-a-vis teacher educators in the RSA.

"Governments not only attempt to control and regulate the activities of professional groups in the public interest, but professionalised groups and individuals also attempt to influence the activities of governments (with) ... certain leading professional groups form(ing) the most powerful organised pressure groups influencing government decisions and policy in modern societies."³²

The Institution of Professional Civil Servants in England, for example, is a federation established in order that a central body may be in existence to represent the views of professional officers as and when considered necessary and desirable.³³ It was felt that if its efforts were to be effective, there would be a need to join with others for collective representation and forming a wider association to look after their interests. The need was felt for some form of collective organisation to protect and advance their specialist occupational interests and the need was felt for a formal negotiating procedure. It is held that teacher educators, similarly, are a professional group which need to negotiate with the government, their employer.

The Whiteley Committee on Industrial Relations (1916 - Britain) held that :

"...in the committee's considered opinion an essential condition of securing a permanent improvement in the relations between employers and employed was that there should be adequate

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32. Vollmer and Mills, op. cit., p.296.

33. Mortimer and Ellis, op. cit., p.1.



organisation on the part of both employers and workpeople."<sup>34</sup>.

In other words joint cooperation needs the necessary organisation on both sides. On the one hand, it was made clear that the Government cannot surrender its liberty of action in the exercise of its authority and the discharge of its responsibilities in the public interest.<sup>35</sup> On the other hand, it was upheld that an occupational association, such as a professional association, has the basic rights of organisation and recognition.

#### 6.6 Professional Association and Trade Unionism<sup>36</sup>

The possibility of a professional educational association proceeding along trade union lines in the RSA is not relished by the Government. Without universal political suffrage, trade unions can easily become political platforms. The De Lange Commission Report<sup>37</sup> refers to

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34. Ibid., pp.13-18.

35. Loc. cit.

36. A trade union is an organisation which is established by a group of workers who have joined forces to protect and further their common interests. (Manpower 2000 Information Series 19).

37. Human Sciences Research Council, : Provision of Education in the RSA, Pretoria, 1981. (The de Lange Commission). Report of Work Committee Number 14, pp.51-52.

the teachers' trade unions in the USA, for example, with their two million members which make them influential and powerful organisations. The NEA and AFT are both affiliated to the national trade union organisation and insist on the same rights as other trade unions, including collective bargaining, with regard to terms of service and the right to strike. Negotiations have included matters such as pupil-teacher ratios, classroom conditions, school discipline and curriculum matters. The De Lange contention of the employer (which the commission characterise as the community rather than as the State) not possessing the organisational means of exercising power appears fatuous in the light of three instances taken at random within the last year :

- (i) the TFC legislation which compels payment to teacher associations by registered teacher educators;
- (ii) the State threats to cut funding to universities which do not maintain and enforce the required level of law and order and enforce restrictions on campus activism; and,
- (iii) the public pleas by the TFC for a negotiating mechanism on education salaries which appear to have gone unheeded.

These instances are not meant to be generalised to make any specific point beyond the legislative and administrative power implicit in controlling the fiscus. The Government

appears to negotiate admirably with the Public Service Associations : why not with professional teacher associations? It is precisely the State that has the power and the ability to establish organisational structures if it has the will to negotiate, particularly on its own terms.

At the same time, the point made by De Lange that forms of industrial action can have a deleterious effect on the quality and continuity of educational provision is readily acknowledged.³⁸ Although education is closely linked with the State and occurs within a public administrative and legislative framework, education, per se, should not be politicised either by the Government or by the corporate profession, each for their own ends. In theory, negotiation should be on purely professional matters. In practice, governmental or professional politics is likely to flavour decisions, planning and policy. It is only by negotiation that any excesses in a political direction can be diffused or corrected. Neither the State nor the profession can be omnipotent, omnipresent or omniscient when it comes to educational matters. Negotiation provides the means for an exchange of ideas and perspectives from different authorities with different, yet relevant, experiences and

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38. Ibid., p.52.

insights. In matters affecting education, unilateral determination by managerial (governmental) prerogative is ill advised. The South African Government has implicitly acknowledged this perspective in requiring, for example, that the teacher associations be represented on the TFC. That it has not yet accorded teacher educators the same rights is probably due in part to the absence of a teacher educator professional association (although the possibility could have been catered for in theory, thereby stimulating the realisation of such a body), and more likely because of the involvement of the TFC (and its predecessor constituent bodies) in teacher education, coupled with university representations on teacher education, a field in which they are partially involved as training institutions. Whether the Government would consult with a unitary teacher education professional association, or an alliance of such as happens in the Public Service Commission, is a point of conjecture.

Teacher union advocates in the USA believe that it is impossible to become true professionals without the power to influence strongly both the conditions under which the education professionals work and the definition of what

constitutes sound educational practice.<sup>39</sup>. They hold that unionism and professionalism go hand in hand. Similarly, the American Association of Colleges of Teacher Education (AACTE) has in turn had to come to terms with the powerful teacher organisations and their recommendations to the teacher educators. In South Africa it is apparent that the Government would have no truck with teacher trade unionism. This places a special responsibility on the Government to bring about effective and efficient negotiating channels and bodies. The interests and opinion of all segments of the education profession need to be heard for the sake of providing sound education to the community and keeping professional perspectives viable. Good education is posited on a responsible and concerned profession working in an alliance with the Government and this cannot occur fully without professional negotiation.

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39. Kemble in Hoyle, E. and Megarry, J. (Editors) : World Yearbook of Education 1980 : Professional Development of Teachers, Kogan Page Limited, London, 1980, p.155.

6.7 Summary

The crucial importance of a professional association in the professionalisation process and as a vehicle for effective negotiation is evident. The professional association has been considered from a theoretical perspective, supplemented by a consideration of teacher educator professional associations in Britain and America, with a case study consideration of the ATCDE. From these reviews, and commentaries thereon, it is evident that such an association is of value not only for the profession, but it can be an important adjunct to efficient and effective administration of teacher educators and tertiary educational institutions, in particular the non autonomous institutions.

An integral part of professional association is professional negotiation and this phenomena has been considered in the light of its theoretical principles. The modern variant of a professional trade union cum professional association is discussed in the light of developments which are evolving in certain overseas countries, America in particular. Trade union and politicised overtones are eshewed by the author as being unproductive when considered from the perspective of professionalism, based on the value ethic of excellence in service.

CHAPTER SEVEN

7 The State and the Teacher Education Profession :
Policy Making and Organising for Viable Professional
Participation : Perspectives and Futuristic
Organisational Structure Models for Professional
Teacher Educator Consultation and Representation

7.1 Introduction.

It was established in the previous chapter that professionalisation is not possible to any meaningful level without the establishment of a professional organisation, a viable professional association. It is also held that the State must reciprocate and provide an organisational structure to meet the professional organisation structure, in terms of negotiation, the exchange of ideas and feedback. This process must be a two way channel of communication via administrative structures that are acceptable and useful to the profession and the State. Accordingly, the various administrative processes, activities and functions are considered in this chapter from the State's perspective, keeping in mind that professionalisation is advantageous to the State and that meaningful professionalisation is contingent upon the State and the professional group establishing the necessary negotiation structures. Towards this end, at the outset, clarity must be obtained on the

effective and efficient performance by the Government of the six generic administrative functions propogated by Cloete¹ and the concomitant normative foundations of public administration. However, for purposes of this study only two generic administrative functions cardinal to the professionalisation of teacher education are discussed, namely policy making and organising.

7.2 Cloete's Generic Administrative Paradigm.

Cloete² has proposed six generic administrative functions which are essential to all administration. These processes are :

- (i) Policy making;
- (ii) Organising;
- (iii) Financing;
- (iv) Staffing;
- (v) Determining work procedures; and

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1. Cloete, J.J.N. : Introduction to Public Administration, Third Edition, J.L. van Schaik, Pretoria, 1986, passim.
 2. Ibid., p.2.

(vi) Controlling.

The manner in which these generic processes are realised is orientated to the overall aim of the general welfare of the community, and achieved via maximising the guidelines contained in the normative factors (foundations) of public administration, which are :

- (i) legislative supremacy (Parliament is sovereign);
- (ii) democratic tenets (democratic principles obtain);
- (iii) reasonableness and fairness (manner of treating all citizens).
- (iv) effectiveness and efficiency (achieved goals via the judicious use of resources);
- (v) public accountability (answerability³ for actions and decisions); and
- (vi) sensitiveness and responsiveness.⁴

In the administration of teacher education the six generic functions will need to be taken into account, including the

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3. Ibid., pp.9-33.

4. Coetzee, W.A.J. : Public Administration : A South African Introductory Perspective, van Schaik (Pty) Ltd., Pretoria, 1988, Chapter 4.

interrelationships between the factors, as the administrative process is a dynamic one. The manner of executing the legislative programme contained in the legislative acts should accord with the normative factors cited. Two functions cardinal to the professionalisation of teacher education will be considered as central to the current consideration viz Policy making and Organising. However, it should be realised that these factors cannot be considered in isolation from the others, but have been excised for special consideration only on academic grounds.

### 7.3 Policy : Theoretical Perspectives.

#### 7.3.1 Introduction.

The De Lange Commission (1981) heralded the latest official call for the professional recognition of teacher educators. Teacher education is solely a public vocation with the State providing teacher training, albeit in conjunction with universities, themselves quasi-statal institutions. It is held that teacher educators should have a joint say in matters concerning the teacher education process and the training institutions, such as colleges of education. Why this should be so and how it can effectively be accomplished is the concern of this chapter.

### 7.3.2 Legislative Supremacy.

The South African Parliament is acknowledged as the supreme legislative authority in the Republic. Legislation may be considered as the making of public policies. Hanekom and Thornhill consider policy to be the link between the political and administrative processes in governance.<sup>5</sup> Legislation may be viewed as the formal articulation or public statement of public policy which is, inter-alia, a proposed programme of action aimed at the realisation of an object or goal.<sup>6</sup> In fact public policy may be defined as "the formal articulation, statement or publication of a goal that the government intends to pursue with the community".<sup>7</sup>

In this study it is held that the viability of the professionalisation of teacher educators is contingent upon the negotiation possibilities permitted and promoted by the Government, as contained in legislation and given effect in administrative structures. No occupational grouping can

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5. Hanekom, S.X. and Thornhill, C. : Public Administration in Contemporary Society. A South African Perspective, Macmillan South Africa (Publishers) (Pty) Ltd, Johannesburg, 1983, p.82.

6. Ibid., p.83.

7. Ibid., p.82.

fully realise an effective professional status without the implicit support and cooperation of the Government.

7.3.3 Policy Making.

Policies are not merely inspired guesses or ideological decisions on the part of a Minister or the Cabinet. Cloete⁸ reminds that a policy is forged from contributions which are based on knowledge, experience and factual information which is obtained from a variety of sources, and a government takes deliberate steps to collect the required information.⁹ Policy making may be viewed as the activity preceding the publication of a goal, with policy being the result of that activity.¹⁰ Formal policy making is a joint effort between the elected public office bearers and the public officials who are official policy makers in that they are vested with legal authority to participate in the policy making process.¹¹ Unofficial interest groups (such as specialists or pressure groups) may also have an input into

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8. Cloete, op. cit., pp.63-64.

9. Such as commissions, departmental committees and liaison with interested and knowledgeable persons or bodies.

10. Hanekom and Thornhill, op. cit., p.82.

11. Ibid., pp.84-85.

policy making, albeit a more indirect one. This may be on an informal basis such as influencing policy making either in the determination or adaptation of a policy, or in shaping public opinion.<sup>12</sup> Bodies, such as professional groups for example, may act deliberately by organising and protecting their members and direct their associational attention at policies they would like altered.<sup>13</sup> These supplementary policy makers may also be allowed a more formal input in policy making in that official provision for participation may be created by the Government specifically for the purpose of gleaning opinions and information. Hanekom holds that the individual citizen ought to be able to express his views, either as an individual, or through an interest group, on matters which affect him, thereby upholding the democratic principle of the right to public participation.<sup>14</sup> [He claims that it is common knowledge that, just as all the demands of all groups cannot be satisfied, neither can all the demands of all groups be disregarded. A compromise must be reached between the often conflicting demands of

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12. Loc. cit.

13. Which is also a form of policy making.

14. Hanekom, S.X. and Thornhill, C. : The Functions of the Public Administrator, Butterworths, Durban, 1986, p. 42.

contending groups.¹⁵ Professional groups, for example, can promote their specific interests and attempt to influence the initiation of new public policies or attempt to change existing public policies. The style and effectiveness of an interest group are determined by their own internal cohesion, the reputation they enjoy with the policy making institutions, and with society as a whole, and by the attitude they adopt.¹⁶ The Government can accord an interest group, such as a professional group, a sound reputation depending on the explicit and implicit interaction between the group and the Government.

If a group's views are publically acknowledged, even although not necessarily upheld or acted upon by the Government, such a group will gain greater respect in the public eye. It is self evident that the group would have to warrant such a stance by the Government. When such a relationship occurs, a delicate balance comes into existence between the interest group and the Government. Although the two may disagree, the disagreement is handled in a special and delicate manner. A close relationship develops, and the ensuing relationship is termed co-optation.

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15. Ibid., p.37.

16. Hanekom, S.X. : Public Policy : Framework and Instrument for Action, Macmillan South Africa (Publishers) (Pty) Ltd, Johannesburg, 1987, p.38.

#### 7.3.4 Co-optation and Policy Making.

Hanekom defines co-optation as "a deliberate action to ensure the conversion of possible opponents of specific programmes into supporters of those programmes ... "17

Professionalisation can be perceived as a form of co-optation by the Government of a potentially powerful professional association. Control is gained via statute and regulation in order to bring pressure to bear on the professional association to keep to an acceptable political line and limit.

Selznick perceives co-optation to be :

"the process of absorbing new elements into the leadership or policy determining structure of an organisation, as a means of averting threats to its stability or existence".<sup>18</sup>

In formal co-optation, the appearance is given that other interested parties are participating in decision making, but the actual power is retained. In informal co-optation, the appearance of autonomy is given, whereas in effect the major participant (eg. the Government) retains a decided ability

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17. Hanekom and Thornhill, (1986), op. cit., p.36.

18. Quoted in : le Roux, A.L. : Autonomy in Colleges of Education - an Historico-Comparative Study, University of South Africa, DEd Thesis, 1980, pp.330-331.

to influence matters. Co-optation would reduce the capacity of a professional association to act independently. The professionalisation of teachers in the RSA evinces strong features of co-optation. The only really effective professional autonomy of the TFC appears to be the capacity to deregister a teacher for improper conduct.¹⁹

Co-optation is perhaps best considered via an analysis of the SATC Bulletin articles from 1979 to 1986, the period of the publication's existence. This analysis indicates a parochial professional self absorption, with very few critical articles in the academic sense of a balanced appraisal, and a meagre and superficial coverage of compelling national issues of the day in education. The published official stance of the SATC on select issues was generally within the broad parameters of governmental policy. This may, of course, have been indicative of a body

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19. In an untitled brochure on the "Establishment of the Council" by the SATC, the acclaimed say in the "determination of the standards of teacher training and the requirements for admission to training courses" does not appear to have occurred de facto apart from the de jure right of discussion. Unqualified and underqualified persons are still involved in teaching, some in official White departmental schools. That discussions and consultation are taking place is not at issue; the effectiveness of such negotiations is at issue and the professional autonomy of the Teachers' Council appears in the main to be merely a fondly held ideal at present.



with a weak power base outside of its narrowly defined and circumscribed parameters of registration and discipline. For example, in the SATC Bulletin the stance taken by the organised teaching profession (ie Whites) on the HSRC Report on Intergroup Relations, an issue of crucial national and educational importance researched by the HSRC, an august and respected body, contained, inter alia, the comment :

"The Committee<sup>20</sup> warned against the belief that education was a panacea which could enable all persons to fully realise their own potential. The link between the educational and political systems should not be lost sight of."<sup>21</sup>

The article further recommended that "urgent discussions be held on the role of the teaching profession in promoting positive intergroup relations"<sup>22</sup> and that detailed recommendations be prepared. Such recommendations are yet to be made public.

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20. Which was entrusted to evaluate the report, to study its recommendations on education and to investigate ways in which the organised teaching profession could contribute to the fostering of more positive intergroup relations.

21. Anonymous, : "Profession looks at intergroup relations", SATC Bulletin, Number 25, December 1985, p.3.

22. Loc. cit.

Co-optation is not necessarily a negative and undesirable phenomenon providing that professional issues are represented and professional debate ensues. Currently, an important issue within teacher education in the RSA is the closure, or imminent closure, of White Colleges of Education coupled with a backlog of teacher education provision in the Black sector of the profession. The stance of the TFC on such issues is unknown. The sectarian approach of own affairs education and the political divisions within education in the RSA appear to be tacitly accepted by the TFC considering the lack of professional comment and debate. Yet these are compelling professional issues for all teacher educators and professional comment and a professional stance could reasonably be expected.

7.3.5 Public Participation and Policy Making

Co-optation tends to suppress critical comment by definition. Yet this does not enhance good public policy making in legislative or administrative terms. The TFC is the teacher and teacher educator body which has access to the Minister of Education and it is composed, under statute, of the recognised teachers' associations. Any individual or group representation would have to be accepted by the individual teacher association and be transmitted to the TFC for possible referral to the Minister. The fact that the TFC

stance on the rationalisation of teacher education and closure of White colleges is unknown²³ is reprehensible.

Constructive public participation vis-a-vis policy making can occur at an informal level and at a formal level. At the formal level public participation occurs through formal organisational structures specially created for this purpose. Hanekom and Thornhill refer to participative administration²⁴ as a characteristic of a post industrial society. They typify participative administration as citizen participation in public and political activities. Public participation is not individual citizen politics but "participation on a formal basis by groups in government institutions, for example, ... advisory councils such as the National Education Council ... in which public groups can participate by means of selected representatives".²⁵

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23. The TFC may or may not have an official position on matters such as this. If it in fact has a unified corporate position, its policy in this regard should be public at least within the profession. The need for secrecy may obtain in certain specific and select instances. In general, it may be more expedient to take a professional stance, albeit in line with the Government policy on certain issues, and act as the broker of the rationale to the profession. This approach would stand the TFC in good stead on those occasions when its considered professional opinion runs counter to that of the Government policy.

24. Hanekom and Thornhill, (1983), op. cit., p.236.

25. Ibid., p. 237.

Citizen participation promotes participation in public policy making by providing inputs such as needs and values to the policy makers and the policy making process.<sup>26</sup> Public policy formulation at another level is dependent on the contributions of professionals who provide expert and authoritative information and opinion and advise on the formulation of specific and specialised policy.

Hanekom perceives of public participation in policy making as entailing the activities of providing information through interest group representatives to the Cabinet, and to committees of enquiry, legislative support, mobilising public opinion, persuading fellow members, campaign support and personal services.<sup>27</sup> The effect is particularly noticeable in the shaping of broad policies rather than in routine or crisis policy decision<sup>28</sup> making. Thus, specific contents of public policy are much less affected by public

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26. Loc. cit.

27. Hanekom, (1986), op. cit., p.41.

28. A decision is distinct from a policy in that it is made at a specific time and usually on the basis of specific information. A policy decision is a decision made within the purview of existing policy. Such an intuitive decision may influence the future perceptions and revisions of a policy, by establishing a unique and de facto stance vis-a-vis a set of conditions which then acts as a precedent for future occasions.

participation than the general aims of public policy.²⁹

Hanekom³⁰ has specified the aims of public participation in policy making as, inter alia,

- (i) those whose lives will be affected by proposed public policies will have an opportunity to express their views and to influence the policy makers as to the necessity or desirability or otherwise of the suggested venture;
- (ii) different interests or views can be considered in order to make balanced decisions;
- (iii) authorities are prevented from taking sides;
- (iv) an involved public ensures ready acceptance of decisions;
- (v) proposals are studied more carefully;
- (vi) decisions can be justified;
- (vii) a more responsive and flexible administration could eventuate;

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29. Hanekom, (1986), op. cit., p.42.

30. Ibid., p.35.

(viii) greater understanding of how government and administration function could result in greater public appreciation of the difficulties involved; and

(xi) different racial groups could be accommodated in the policy advising and formulating process.

It was felt that participation in public matters is a way of determining the "public will" and therefore opportunities should exist, or methods should be devised, to allow the public to express their opinions, attitudes or views on public matters that they feel affect them directly and on which they want new public policies or adaptations to existing policies.<sup>31</sup>

The impact of public participation may be perceived in matters such as :

(i) a more representative, responsive and democratic policy making process;

(ii) improved planning;<sup>32</sup>

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31. Loc. cit.

32. Plans (like policies) are statements of intent which guide or channel thinking and action, in :

Hanekom, S.X. et alia (Editors) : Key Aspects of Public Administration, Macmillan South Africa (Publishers) (Pty) Ltd, Johannesburg, 1986, p.49.

- (iii) greater equity;
- (iv) promotion of a greater sense of fairness;
- (v) amelioration of militant group stances; and
- (vi) amelioration of public ignorance and apathy, thereby promoting public understanding and support.³³

It is clear from the principle of legislative supremacy, enunciated as a normative factor, that responsibility for action pertaining to public matters must remain with the legislative and administrative authorities and that public participation can only extend to providing information, serving as an initiator and catalyst for change and as a sounding board for the authorities regarding public policies.³⁴ Yet Hanekom holds that:

"the impact of public participation on policy making should not be taken lightly; it can be real and significant, especially if official provision for participation exists".³⁵

Official representation implies recognition that the public has expertise to offer.

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33. Hanekom, (1986), op. cit., p.43.

34. Ibid., p.42.

35. Ibid., p.42.

The preceding perspectives indicate a theoretical and practical basis for a government to encourage professional input unsullied by co-optation. In fact, the advantage of professional public participation in educational policy making, such as affects teacher education, would in the long run be beneficial to the government both in terms of the negotiating process and the informational input obtained. However, the advantage occurs at another level as well. Once a policy has been decided on and is published in the statutes and regulations, it must be realised in practice to be effective.

#### 7.3.6 Policy Implementation.

Once a policy is enacted the policymakers have to influence the policy recipients to comply with the policy measures. A government has at its disposal various measures which could be utilised to influence and change society and to steer society or a societal group in a specific direction. The effectiveness, political and economic possibility, and social acceptability of a particular measure or instrument determines its application and appropriateness in a given situation. Factors such as legal enforcement, financing implications or governmental persuasion could ensure compliance, although cognisance must be taken of possible areas of conflict of interest which could affect policy outcomes. The existence of a policy is no guarantee that it



will be translated into action with the results intended.<sup>36</sup> For example, the behaviour of those at whom the policies are aimed cannot be controlled : they may not act as envisaged, and the unintended consequences of the policies being implemented may lead to results differing from what was expected.<sup>37</sup> Hanekom comments :

"A main premise of public policy is that it should be in harmony with the public interest. The question nevertheless remains : who decides what the public interest is, how it should be served, or which section of society will be taken as representative of the public interest?"<sup>38</sup>

Halparin accords the three basic explanations for failure of policy implementation to:

- (i) lack of knowledge;
- (ii) lack of ability; and
- (iii) lack of desire.<sup>39</sup>

If a professional association is involved in policy

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36. Ibid., pp.59-60.

37. Ibid., p.63.

38. Ibid., pp.62-63.

39. As quoted in, Hanekom et alia, op. cit., p.39.

formulation input, it can assist in the policy implementation stage, ameliorating the effects of all three of the above factors, and especially of the third factor. Professional input and support at the implementation stage could be essential to the realisation of a policy: in fact, it is likely to be effective directly in proportion to the extent to which the profession was involved at the input stage of policy formulation. Nor should the distinction between having a say and having the say be lost. A professional association that is consulted and has a say is more likely to assist with measures it may personally have opposed at the planning stage, both because it is more informed and because an ongoing reciprocity will engender a mutuality, a symbiotic type of relationship to mutual benefit.

The advantages of a professional association's input at the policy making and the policy implementation phases are perhaps best highlighted by a consideration of the facets of public policy which are commonly evaluated in order to realise the goal of general welfare for the community, achieved within the ideals contained in the normative factors. It will readily be seen that unilateral governmental appraisal of these factors would be limited without knowledgeable input from the persons or bodies who are directly concerned with the relevant everyday matters. The factors are, inter alia, as follows :

(a) Pre-implementation:

feasibility? (impact, acceptability, resources, workability, realisability).

(b) Post-implementation:

representativeness? (clientele spread)

efficiency? (cost/time factors)

equity? (benefit distribution)

effectiveness? (desired objectives achieved)

responsiveness? (group interests satisfied)

responsibility? (control measures affect institutional performance)

appropriateness? (outcome worthwhile)

adequacy? (extent problem resolved).

Many of these measures are difficult to gauge and a spread of balanced and informed input is desirable. The input at this stage is likely to be more effective if the evaluators (such as professional association representatives) have been involved in the process or project from the outset.

7.3.7 Summary

A motivated case has been made in principle for the involvement of professional teacher educators in policy making and policy implementation, in those matters affecting the profession and its practitioners.

The desirability and advantage of such consultation is seen as redounding on the profession and on the Government to their mutual benefit, and ultimately to the benefit of the individual citizens, and their children, via sound legislation, and efficient and effective public administration in the execution of educational policy.

The relative and qualified importance of the TFC, as the body teacher educators are directly affiliated to under statute, was noted. Any strong tendency towards co-optation is considered to be contrary to the principles and benefits contingent upon consultation, as espoused in this section.

Given the mutual need and desirability for liaison between a professional teacher education association and the Government, the means and structures necessary to effect this liaison must be explicated, and the generic administrative function of organising must be considered as a theoretical background against which to discuss specific structures which would allow for a viable professional participation in policy making.

7.4 ORGANISING

Organising may be viewed as the action involved in creating and maintaining organisational units which are called institutions. Organising has the twin needs for cooperation and lines of communication ⁴⁰ in order for it to be realised.

Organising is the function of formally establishing a structure. This is the formal aspect of organisation,⁴¹ the aim of which is to establish "the type of structure necessary to recognise certain goals".⁴² As a structure, an organisation consists of people who accept coordinated direction to achieve certain goals and it provides a communication system of interrelated behaviours.⁴³

Organising may be viewed as the process of deciding the best manner in which a structure ought to be brought about.

Organisation may also be perceived of as the framework or specific pattern of interaction of persons or groups of

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40. Cloete, op. cit., p.78.

41. Hanekom and Thornhill, (1986), op. cit., p.71.

42. Hanekom and Thornhill, (1983), op. cit., p.95.

43. Hanekom et alia, op. cit., p.87.

persons within an institution or a structure. It is structure which delineates the relationship of various components with each other.<sup>44</sup>

Hanekom and Thornhill stress that organising is not a goal in itself, but an aid to goal realisation. The creation of an organisational structure and what it entails concerns the formal aspect of organisation.<sup>45</sup>

If the Government wishes to achieve the general aim of the greatest benefit and general welfare for its teacher education community it must, inter alia, consider for teacher education the following factors vis-a-vis organising :

What organisational structures will enhance

- (i) the best policy formulation and implementation;
- (ii) the most efficient and effective use of resources, such as manpower and finances; and
- (iii) satisfactory control?

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44. Hanekom and Thornhill, (1986), op. cit., p.71.

45. Ibid., p.72.

These perspectives must be achieved whilst being reasonable and fair to all the citizens, whether they be the general public, the professionals or the public administrators.

In seeking the answers to questions such as these over time, the current organisational structures have been derived and have gradually evolved. The current structures and policies need to be reviewed periodically with a view to possible enhancements or changes to the structures in order to make them as viable and effective as possible. The possibility of revision of the existing organisational structures vis-a-vis the professionalisation of teacher educators is considered in the ensuing sections.

7.4.1 Organisation Theory in Educational Provision.

It must be acknowledged at the outset that educational policy, as applied in practice, is determined by a very complex set of factors, inter alia, political, economic, administrative and professional.⁴⁶ Educational systems emerge over a period of time, growing according to the needs of the society concerned. Systems are established to meet

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46. Kogan, M. and Packwood, T. : Advisory Councils and Committees in Education, Routledge & Kegan Paul, London, 1974, p.ix.

particular purposes which evolve from the customs, beliefs and value systems of the leaders of the people or of the people themselves, so that the structure of an educational system grows out of, and is directly related to, the social, religious and governmental organisation accepted by or imposed on the people.<sup>47</sup> Niven points out that it is not possible to write educational reforms upon a clean grey slate as it is always necessary to take into account established practice - to fail to do so would be to invite dislocation.<sup>48</sup> Yet it is felt that policy and practice should be open to interpretation through participation.<sup>49</sup> Vollmer notes that :

"The relations of governments, as organised agencies representing public interests, to professional groups and associations, as organised agencies representing certain specialised occupational interests, is certainly a two way street. And whether this relationship works more to the advantage of the general public or to the advantage of the special occupational group concerned may be a moot point in

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47. Niven, J.M. (Chairman) : The Educational Systems of the Republic of South Africa. An analytical and critical representation of the systems in existence in the Republic of South Africa as at February 1981, Department of Education, University of Natal, Pietermaritzburg, 1982, p.1.
48. Niven, J.M. : Teacher Education in South Africa : A Critical Study of Selected Aspects of its Historical, Curricular and Administrative Development, (Unpublished doctoral dissertation in two volumes.), University of Natal, 1971, p.426.
49. Niven, (1982), op. cit., p.6.



many societal contexts".<sup>50</sup>

The formal organising and structuring of education are contained in policy and determined by the management structures necessary to realise the policy. Various kinds of management structures are created to fulfil a variety of specific functions such as advising, policy making, administration, coordination, planning, control, research and consultation within education. Van Schalkwyk declares that the structures of management must execute the managerial task so that the institution can carry out the functional task<sup>51</sup> of the educational system.<sup>52</sup> The ideal dispensation would be management structures which permitted an efficient and effective two-way communication, coupled with the greatest autonomy possible to the educational institutions concerned.

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50. Vollmer, H.M. and Mills, D.L. (Editors) : Professionalization, Prentice-Hall, Inc., Engelwood Cliffs , New Jersey, 1966, p.296.

51. ie to educate and teach.

52. van Schalkwyk, O.J. : The Education System : Theory and Practice, Educo Publishers, Alkantrant, 1986, p.105.

7.5 Current Organisational Structures in Educational Policy Making.

7.5.1 Introduction.

The organisational structures currently functional in educational policy making reflect the fragmentation of education in the RSA into the four population groupings and the resulting schisms between general affairs education and own affairs education. As Van Schalkwyk reminds,

"the formal organising and structuring of education are grounded by a policy of education (and) ... educational structures come into existence by virtue of the nature of a community policy of education".⁵³

The concept of a 'community policy' is sound in a homogeneous society : it is fraught with difficulties in a multicultural society, a large proportion of which does not have the vote and is therefore unable to provide a meaningful input into the educational policy and cannot effectively control or call to account the community policy.

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53. Loc. cit.

### 7.5.2 Organisational Structure in Education in the Republic of South Africa.

The functionaries and bodies involved in educational policy making and co-acting within an organisation structure created specifically for consultation and advice, with a view to policy making, are discussed hereunder. Schematic Representation A elucidates the normal flow chart for the determination of national policy for general education affairs.<sup>54</sup>

### 7.5.3 Parliament.

The RSA Parliament is the supreme sovereign legislative authority and enacts laws and lays down statutory requirements that are tantamount to policy making. The Parliament is directed in these matters by the Cabinet which has an executive function and is advised in turn by the Ministers, and in education in particular by the Minister of National Education and his State Department public office bearers of high rank. The SANEP170 Report comments that "for the first time there exists a department to determine general policy that will apply to education for all".<sup>55</sup>

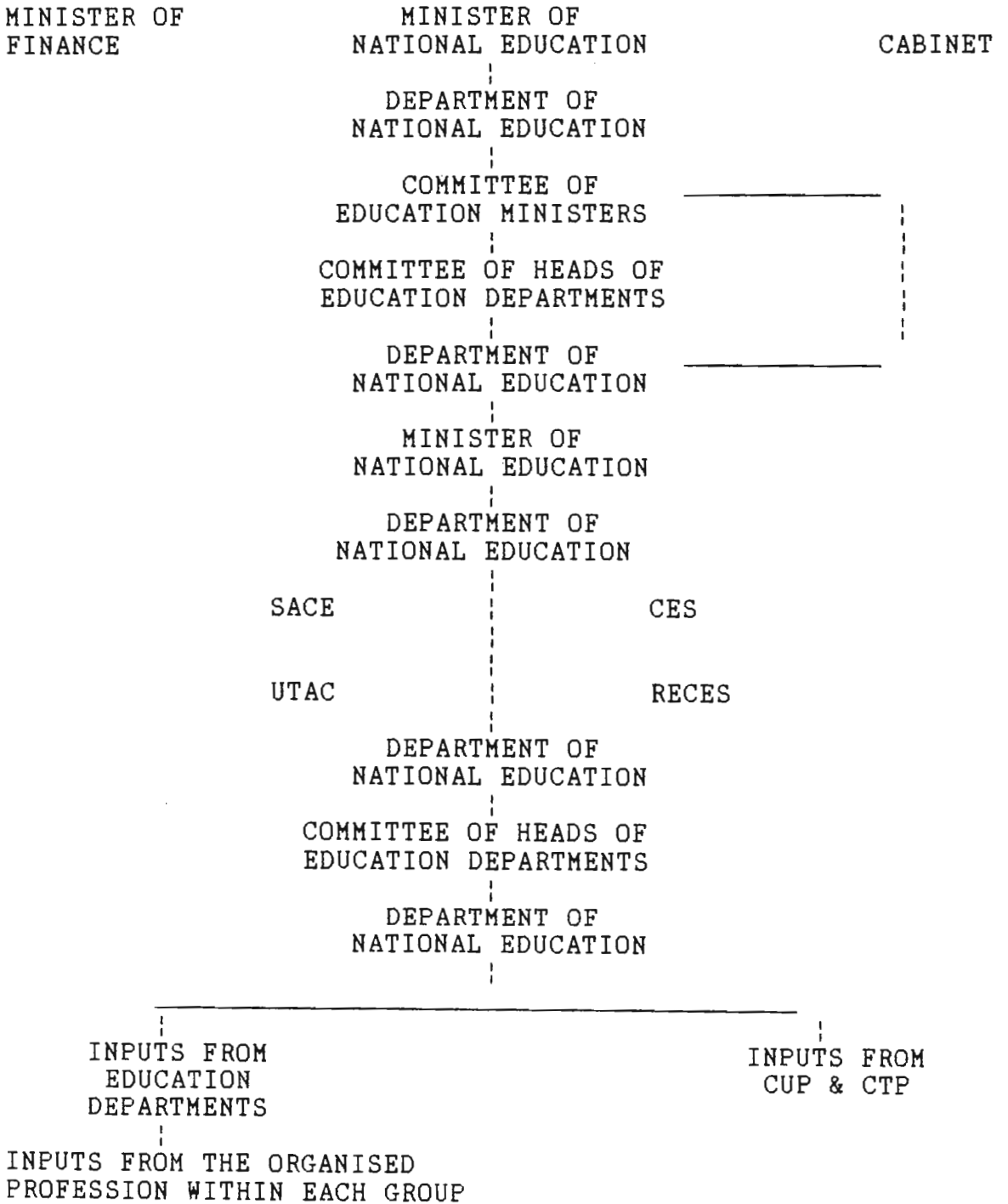
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54. Report : SANEP 170 : The Structure and Operation of the South African Educational System, Department of National Education, Pretoria, 1985, p.31.

55. Ibid., p.15.

SCHEMATIC REPRESENTATION A

FLOW CHART FOR THE DETERMINATION OF NATIONAL POLICY FOR
GENERAL EDUCATION AFFAIRS



7.5.4 Minister of National Education.

The Minister of National Education, as the Minister in charge of education⁵⁶ general affairs, determines the general policy to be applied to education in the RSA in respect of :

- (a) norms and standards for the financing of running and capital costs of education for all population groups;
- (b) salaries and conditions of employment of staff;
- (c) the professional registration of teachers; and
- (d) norms and standards for syllabuses and examination, and for certification and qualification.⁵⁶

The policy is applied within the parameters of the eleven principles laid down in the White Paper⁵⁷ arising from the De Lange Commission recommendations. The Minister consults and is advised by various persons and bodies.

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56. As laid down in :

Republic of South Africa : National Policy for General Affairs Act, 1984 (Act 76 of 1984), p.19.

57. Republic of South Africa, : White Paper on the Provision of Education in the Republic of South Africa, 1983, Government Printer, Pretoria, 1983.

#### 7.5.5 Political Consultation.

The Minister of National Education is obliged to consult various Ministers in determining the general education policy. These Ministers are the :

- (i) Minister of Finance;
- (ii) Minister of Education and Training (Black);
- (iii) Minister of Education and Culture: House of Assembly (White)
- (iv) Minister of Education and Culture: House of Delegates (Indian); and the
- (v) Minister of Education and Culture: House of Representatives (Coloured).

The four Ministers of Education meet with the Minister of National Education on a regular basis as an Informal Inter-Ministerial Committee.<sup>58</sup> The White own affairs Minister in turn may be advised by the Committee of Heads of Education (CHE), the Teachers' Federal Council (TFC), ad hoc Councils and Education Councils provided for under the National Education Policy Amendment Act (House of

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58. van Schalkwyk, op. cit., p.117.

Assembly), 1986 (Act 103 of 1986).⁵⁹

7.5.6 Consultation or Statutory Advisory Bodies.

Under the National Policy for General Education Affairs Act, 1984 (Act 76 of 1984)⁶⁰ the Minister of National Education plans in consultation with certain statutory bodies, as follows.

(i) South African Council for Education (SACE).

SACE is required to advise the general affairs Minister and the own affairs Ministers on matters relating to education at school and the training of teachers; and on general education policy matters, including cooperation between the various education departments.

(ii) Universities and Technikons Advisory Council (UTAC).

UTAC is required to advise the Minister on matters relating

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59. Republic of South Africa : National Education Policy Amendment Act (House of Assembly), 1986 (Act 103 of 1986).

Section 4, p.14.

Section 5, p.15.

Section 6, p.17.

Section 8 B, p.19.

60. Section 2, p.21.

to universities and technikons.

(iii) Committee on Education Structures (CES).

The Committee on Education Structures and its attendant Research Committee on Education Structures (RECES) advise the Minister of National Education on salaries and conditions of service.

(iv) Committee of Heads of Education Departments (CHED)

The Committee of Heads of Education Departments advise the Minister of National Education on matters of general affairs education, and the cooperation between own affairs departments.

7.5.7 Interest and Advisory Bodies

In addition to the above functionaries and bodies, certain interest and advisory bodies may provide input or be approached for advice in the planning or policy making processes within education. The main bodies falling under this rubric are as follows.

(i) Committee of University Principals (CUP).

The CUP<sup>61</sup> consists of the principals of the universities

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61. Report : SANEP 170, op. cit., p.20.

that fall under the three Departments of Education and Culture, plus one member nominated by the Committee of University Rectors (CUR).⁶²

(ii) Committee of Technikon Principals (CTP).

The CTP⁶³ consists of principals of technikons for Whites, Coloureds and Indians. Principals of technikons for Blacks may attend meetings but may not vote.

(iii) Education Councils.

Education Councils are advisory and coordinating councils instituted for every provincial department of education.

The powers of an Education Council are described as :

- (a) being consulted on teacher training;
- (b) appointing a provincial advisory committee on teacher training;
- (c) being consulted in connection with national education policy and draft legislation;
- (d) bringing about the policy determined by the Minister;

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62. ie. Black.

63. Report : SANEP 170, op. cit., pp.19-20.

(e) providing the Minister, the department and the provincial education departments with advice, either on request or on its own initiative;

(f) receives recommendations from the Committee of Heads of Education on the way in which education policy should be carried out on a coordinated basis; and

(g) receives advice on educational matters at its own request or on the initiative of the Committee of Heads of Education.<sup>64</sup>

The Education Council is requested to comment, advise or recommend on various matters submitted to it.

(iv) Committee of Heads of Education (CHE).

This committee was instituted for White education and refers to the Minister of Education and Culture: House of Assembly. It has various sub committees. Niven<sup>65</sup> described the CHE as the "most influential of the bodies charged with advising the Minister and coordinating educational policy".

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64. Anonymous : "Natal Education Council", NTS News, Number 5, September 1987, p.1.

65. Niven, (1982), op. cit., p.31.

(v) Human Sciences Research Council (HSRC).

The Institute of Educational Research conducts research on educational matters.

(vi) Council of Rectors of Training Colleges (CRTC).

This council of White college rectors was informally instituted by the TFC and has yet to find its place in organisational structures and policy making.

(vii) Teachers' Federal Council (TFC).

Formed by the amalgamation of the SATC and the FTC, the TFC is a White own affairs professional council of relatively limited powers and influence. It is made up of constituent teachers' associations.

It is this final body, the TFC, to which White teacher educators have been professionally linked by statute. Assuming that own affairs is accepted for the purpose of academic discussion, the question may be asked, "Is the professional association of the teacher educators to the TFC via a teacher's association a viable means for policy making consultation and negotiation and a desirable professional liaison body?" The SATC and its successor, the TFC, will be considered in the light of such questions in the following section.

7.6 Critique of the SATC/TEC as a professional and representative body.

The demise of the SATC via its amalgamation with the FTC to form the TEC was based, inter alia, on the limited powers and functions of the SATC. The leaders of the organised teaching profession were aware that the SATC did not have all the powers and functions that they visualised. At one stage prior to the formation of the SATC it had been proposed that a Registration Council be formed to deal only with professional matters and that in addition there should be a professional "Education Council" that would be concerned with matters of policy.⁶⁶ It was also realised that full self determination of powers could not be given to teachers, in that although a teacher is purely a professional person as far as his training and the nature of his work are concerned, the teacher at the same time unavoidably remains an employee of the State which must naturally maintain a certain degree of control over its employees, the teachers.⁶⁷

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66. de Witt, J.T. : Professional Orientation for the Teaching Profession, Butterworths, Durban, 1981, pp.208-213.

67. Loc. cit.

The most important shortcomings of the system of educational management were cited by the De Lange Commission as follows<sup>68</sup>:

(i) education is controlled by a particularly complex bureaucratic structure within which consultative mechanisms are inadequate. Although various consultative bodies exist within the subsystems, those that provide consultative machinery between the different subsystems and at the overall level are inadequate;

(ii) no body has been established specifically to bring about coordination at a national level with regard to all the subsystems;

(iii) there is no body within the system of education as such which is responsible for ongoing planning at the level of the determination of overall policy;

(iv) a high degree of centralisation in the determination of policy is evident. For example, all important financial decisions are made centrally and outside of the education

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68. van Vuuren, D.J. et alia (Editors) : Change in South Africa, Butterworths, Durban, 1983, pp.232-233.

system itself. Within the system, control over almost every important educational decision lies at departmental level. Although the processes are highly centralised, there is considerable decentralisation ("deconcentration") of administrative authority in terms of structures. However, there is little decentralisation ("devolution") of authority in terms of decision making in the existing systems;

(v) the control and management of tertiary education do not function smoothly in every respect, and require rationalisation. On the one hand the autonomy and individual character of institutions ought to be emphasised and on the other more effectively coordinated management is required, particularly with regard to the utilisation of scarce resources;

(vi) the mobility and transferability of students between tertiary institutions is a matter that requires attention. In particular this will demand greater recognition of the autonomy with regard to the admission of students. The coordination of current practices of certification is also far from satisfactory; and

(vii) finally, there appears to be serious problems with regard to the acceptability of educational practice in the RSA. This acceptability is related to two factors; in the first place, the acceptance by the "users" of the authority

responsible for the establishment of the education system; and in the second place the involvement of the "users" in decision making processes.

Niven similarly complained that "the present system of coordination on a national basis promotes an undesirable level of uniformity, despite provisions for diversity" and he cited the control exercised by the Committee of Heads of Education as a case in point.⁶⁹

The conflict was seen to be the central control of the bureaucracy and the necessary decentralisation demanded by professionalism⁷⁰ with its accompanying occupational autonomy as a fundamental feature. The origin of the problem was considered to be the prevailing educational control structure which had become entrenched under the National Education Policy Act, 1967 (Act 39 of 1967). This meant

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69. Niven, (1982), op. cit., p.9.

70. le Roux, A.L. : "The Promotion of Professionalism", SATC Bulletin, Number 8, August 1981, pp.(i)-(vii).

The following section is based on le Roux's perceptions unless otherwise indicated.

that all the principal statutory bodies<sup>71</sup> were firmly established and their powers carefully defined when the SATC came into being under the South African Teachers' Council for Whites Act, 1976 (Act 116 of 1976). For example, the SATC was only allowed one representative on the National Education Council<sup>72</sup> and this body was only empowered to advise the Committee of Heads of Education.

A further problem was the balance between coordination, perceived as centralisation, and the need for institutional autonomy. Le Roux comments that :

"Coordination must be sensitively implemented to maintain a delicate balance between the administrative requirements of centralisation and the creative innovation value of professional self determination".<sup>73</sup>

It was realised that the SATC had to function within a firmly established educational power structure and co-exist with other interested parties. Niblett succinctly sums up the point :

"What is clear is that a social contract between the profession, the educational establishment and the State must be recognised for what it is : a

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71. The Department of National Education, the Provincial Administrators, the Committee of University Principals, the Committee of Heads of Education and the National Education Council.

72. Subsequently made defunct in Act 103 of 1986.

73. Act 103 of 1986, op. cit., p.(v).

partnership in which no single party should ever be a free agent".⁷⁴

The SATC was modelled on the General Teaching Council for Scotland (GTC) and yet important differences are found between the two bodies. The GTC is the official advisory body to the Secretary of State in connection with the admission requirements for training, the training itself, and the supply of teachers. The Secretary of State is legally obliged to pay attention to the Council's recommendations, giving reasons if he rejects its advice. In matters such as recognition of qualifications and registration of teachers the Council is the sole authority.⁷⁵ The autonomy and powers of the SATC (and the TFC) are severely curtailed in comparison.

The SATC, and latterly the TFC, have constantly reiterated that the organised teaching profession wants to be involved in all aspects of educational planning, from the initial planning stage through to the legislative acts. Clear

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74. Ibid., p.(vi).

75. Lemmer, J. : "Teachers' Organisations, Training and Discipline - report of an overseas investigation", SATC Bulletin, Number 3, May 1980, p.7.

Lemmer, J. : "Teachers' Organisations, Training and Discipline - report on an overseas investigation - part two", SATC Bulletin, Number 4, August 1980.

procedures should be laid down and the organised profession should be fully informed. The need for consultation and co-functioning, with the Teachers' Council as a recognised partner, was acknowledged.<sup>76</sup>

In the SATC Annual Report of 1983<sup>77</sup>, for example, the following needs were highlighted:

- (i) to be involved in teacher training;
- (ii) to liaise with representatives from other population groups in order to give attention to matters of common interest with regard to the provision of education;
- (iii) to have continued and structured discussion between the SATC and the teacher training institutions; and
- (iv) to create the necessary machinery in order to initiate, plan, coordinate and administer research on topics such as registration categories, induction of teachers, teacher training, the possibility/desirability of a degree as a minimum entrance requirement for the teaching profession and the possible professionalisation of academic courses in teacher education.

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76. Nell, W.L. : "Teacher Education in a Changing Context", SATC Bulletin, Number 17, December 1983, p.3.

77. Republic of South Africa, : South African Teachers' Council for Whites, Annual Report 1983, p.10.

Stonier, as past president of the Federal Council, stressed the need for teachers to be involved in planning and asserted that :

"the place of the profession in the field of education was inadequately defined and ineffectively structured as existing legislation allowed it no more than mere suggestions and recommendations".⁷⁸

The profession should be involved in the various phases of planning such as:

- (i) the initiation of ideas;
- (ii) research in connection with these ideas;
- (iii) evaluation of research;
- (iv) drafting of legislation required for the implementation of the ideas; and
- (v) actual implementation of resultant plans.

The object of this involvement was appropriate decisions in educational planning. Stonier stressed that if the organised profession was to have a share in educational planning at all levels of the provision of education, as per the statement in the White Paper, then "the policy statement

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78. Anonymous, : "Suspicion if teachers not involved in planning", SATC Bulletin, Number 24, September 1985, p.15.

needed to be confirmed in legislation, and it had to be implemented by regulation".<sup>79</sup> This implied a change in management style—in education to one of consultation within negotiatory processes, thereby obviating professional frustration and conflict by seeking consensus and utilising professional expertise and perspectives.

#### 7.7 Education Management and Structures : De Lange Perspectives and Reactions Thereto.

The De Lange Commission realised that "a management system has to provide machinery at all levels that will make possible real participation, sharing of ideas, negotiation and decision making by representatives of all interest groups".<sup>80</sup> Commonalities could be dealt with centrally and diversities handled in a decentralised system allowing free choice and association. The responsibilities and functions of each level would need to be clearly defined as would the accountability. It was held that "a decentralised system of management requires a firm national policy and active consultative and coordinating mechanisms".<sup>81</sup> Allowance

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79. Loc. cit.

80. Human Sciences Research Council, : Provision of Education in the RSA, Pretoria, 1981. (The de Lange Commission : Report of the Main Committee of the HSRC Investigation into Education), p.87.

81. Ibid., p.88.

must be made for innovational strategies, as well as research, planning and development, and these facets must receive recognition in the design of the system of educational management.

Two levels of educational management were therefore visualised by the De Lange Commission viz.

(i) centralised (national) decision making structures and processes involving appropriate forms of participation, negotiation, coordination and control, and

(ii) decentralised (regional or local) decision making, with participatory, coordinating and control structures and processes.⁸² Reconciling management structures and processes would provide balances between centralised and decentralised control and checks on the accretion of power by the centralised bureaucracy, whilst generalised monitoring of the decentralised structures, processes and activities would ensure a functional and equitable system. On the one hand, central control was important vis-a-vis funding of education, coordinated planning and policy making, standardisation and uniformity of provisioning, economies of scale, efficacious decision making and execution, effective

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82. Ibid., pp.193-194.

research and development, and for accountability, representation and the guaranteeing of rights and duties in law.<sup>83</sup>

Decentralisation, on the other hand, was seen to promote local initiative and responsibility, meet local requirements, promote professional autonomy, engender wider consultation and participation and nurture cultural identification.<sup>84</sup>

The Government's stance in regard to educational management was considered by the Education Working Party and the final decisions were reflected in the White Paper on the Provision of Education in the RSA. (1983).

The Government asserted that<sup>85</sup> :

(i) there was a need for a policy on the objectives, the structure and the functioning of education;

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83. Human Sciences Research Council, : Provision of Education in the RSA, Pretoria, 1981. (The de Lange Commission : Report of Work Committees).

2. Principles for the Provision of Education in the RSA, pp.35-36.

84. Ibid., p.36.

85. White Paper, op. cit., p.2.

- (ii) decisions should be taken in accordance with a clearly coordinated policy;
- (iii) administrative efficiency resulted from autonomous institutions via meaningful devolution of authority;
- (iv) responsible professionals should be able to decide on the contents and presentation of educational programmes;
- (v) the necessity for Government to make provision for deliberation and consultation structures was acknowledged;⁸⁶
- (vi) the need for a policy advisory structure to advise the Minister responsible for general educational matters was acknowledged;⁸⁷ and
- (vii) SACE would consist of specialists from all population groups and could appoint committees to assist in the formulation of policy advice.⁸⁸

Referring specifically to teacher educators, De Lange had asserted that "the persons who have to implement the policy with regard to training, must of necessity have a say when decisions about matters basic to their practice are

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86. Ibid., p.7.

87. Although separate structures for own affairs were preferred to the unitary body proposed by de Lange.

88. White Paper, op. cit., p.8.

taken."<sup>89</sup> In the White Paper<sup>90</sup> the Government perceived cooperation in the planning and coordinating of teacher training between the SACE, the universities, technikons and colleges, and the executive departments. The organised teaching profession should be given a say. Allowance was foreseen for the establishment of a committee of rectors of teacher training colleges along own affairs lines.<sup>91</sup>

The various White teacher associations reacted to facets of the Commission vis-a-vis the White Paper.<sup>92</sup> In particular the opportunity given to the organised profession to make representations before a bill was drafted, thereby participating in educational planning, was lauded. Similarly, the structures for consultation, discussion and advice, it was felt, would result in better coordination.

However, it was regretted that colleges, technikons and universities had not been awarded comparable autonomy and

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89. Human Sciences Research Council, : Provision of Education in the RSA, Pretoria, 1981. (The De Lange Commission : Report of Work Committees).

13. Recruitment and Training of Teachers, p.15.

90. White Paper, op. cit., p.43.

91. Ibid., p.12.

92. Beckmann, J.L. : "White Paper on Education : Acceptance, rejection, resolutions", SATC Bulletin, Number 18, March 1984, pp.5-11.

that the recognition of the status and prestige of teachers and lecturers was not reflected in the powers given to the teaching profession. It was also regretted that the SACE had not been created as an autonomous institution rather than being linked to any department of education in any way. Teacher training was regrettably divorced from other institutions at tertiary level.⁹³

Subsequent to the publishing of the White Paper, the TFC has come into existence. Its aims are :

- (i) to uphold and promote esteem of the teaching profession and its interests;
- (ii) promote the quality of practice;
- (iii) pursue quality in training;
- (iv) pursue the quality of teachers' working lives through existing channels and by endeavouring to establish adequate structures;
- (v) cooperate with other councils and institutions;
- (vi) react to proposed legislation; and

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93. Loc. cit.

(vii) appoint representatives to other bodies.<sup>94</sup>

Although the aims are broadly professional in nature, they are modest and lacking in depth, breadth and power to influence. It is a moot point if the TFC is superior to its predecessor the SATC in powers, apart from the consultative powers inherited from the former FTC.

In the same Bulletin announcing the aims of the TFC, another article highlights the actual educational power base in its headline "Minister now controls education".<sup>95</sup> The proclamation contained in the Government Gazette<sup>96</sup> took effect on 1 April 1986 assigning the administration of education laws, previously the responsibility of the provincial councils, to the Minister of Education and Culture (House of Assembly), thereby representing a unified White own affairs educational legislature and administration, politically unaccountable to a regional or local electorate per se.

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94. Anonymous, : "Draft aims of Teachers' Federal Council", SATC Bulletin, Number 28, September 1986, p.4.

95. Loc. cit.

96. Government Gazette, Number 10171 of 27 March 1986.

An additional adjunct in educational management is the establishment of educational councils. An Educational Council is a regional body with broad representation from the tertiary education sector, the organised teaching profession, the organised parent community, technical colleges and private and special schools. The effectiveness of these councils is yet to be gauged, but it is possible that their influence will be very parochial and diffuse, given their white exclusivity, own affairs homogeneous mix and strong regional base.

7.8 Futuristic Organisational Structure Model for Professional Teacher Educator Consultation and Representation.

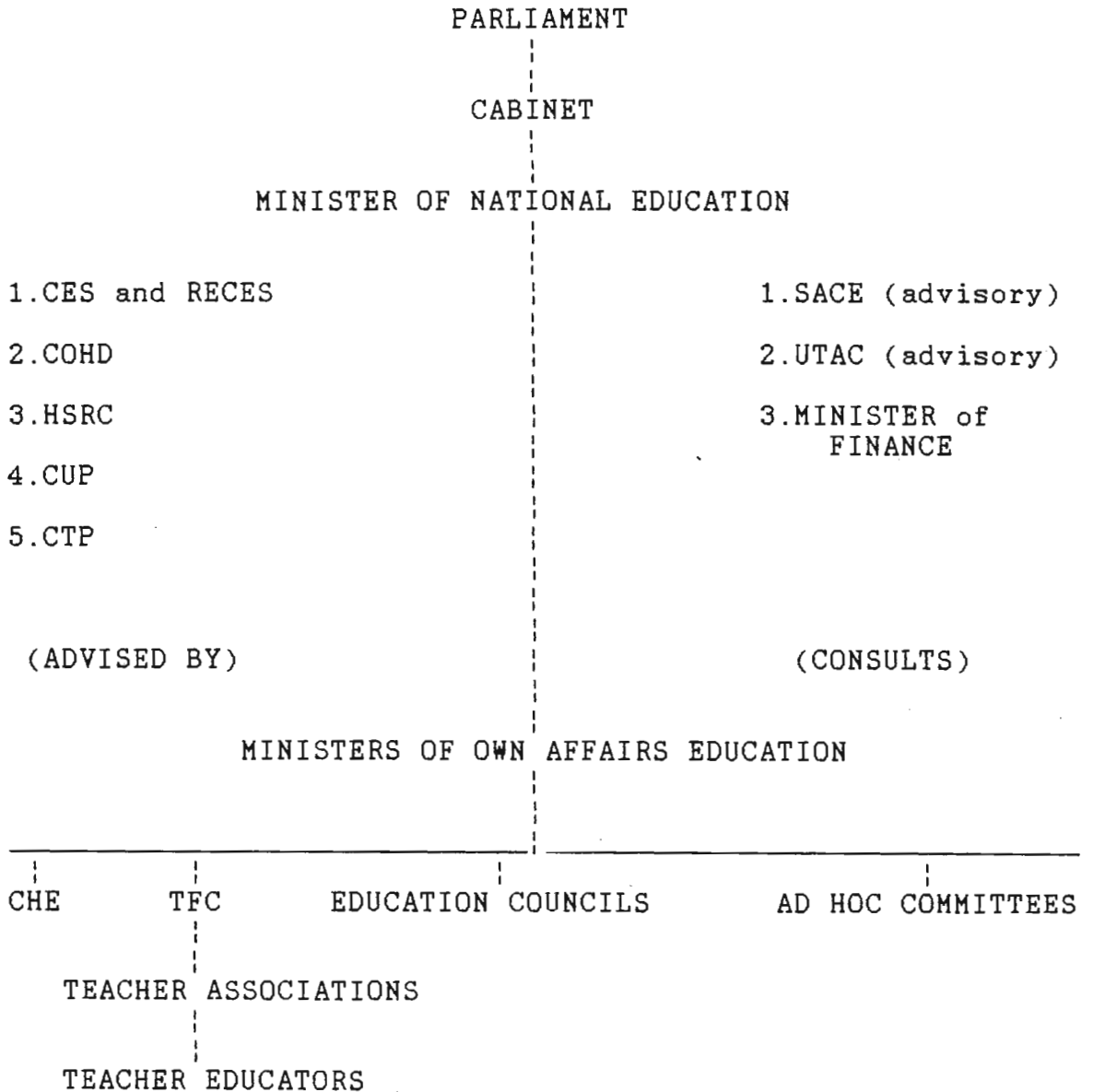
The current organisational structure is contained in Schematic Representation B. As has been established, the White teaching profession per se is limited in its consultation and representation. Teacher educators form an unorganised and diffuse minority within the teachers' associations, which are themselves limited in the own affairs TFC which has relatively little power and representation.⁹⁷ This is so in spite of the relatively

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97. Beyond the political and economic privileges that have redounded to White education under governmental policy over the years.

SCHEMATIC REPRESENTATION B

CURRENT PLACE OF TEACHER EDUCATORS IN THE ORGANISATIONAL STRUCTURES FOR THE DETERMINATION OF EDUCATIONAL POLICY



favoured position of White teachers and teacher educators. Yet teacher education is a key profession in the tertiary sector with important ramifications in the national economy, as evidenced by the Manpower 2000 Project and the De Lange Commission.

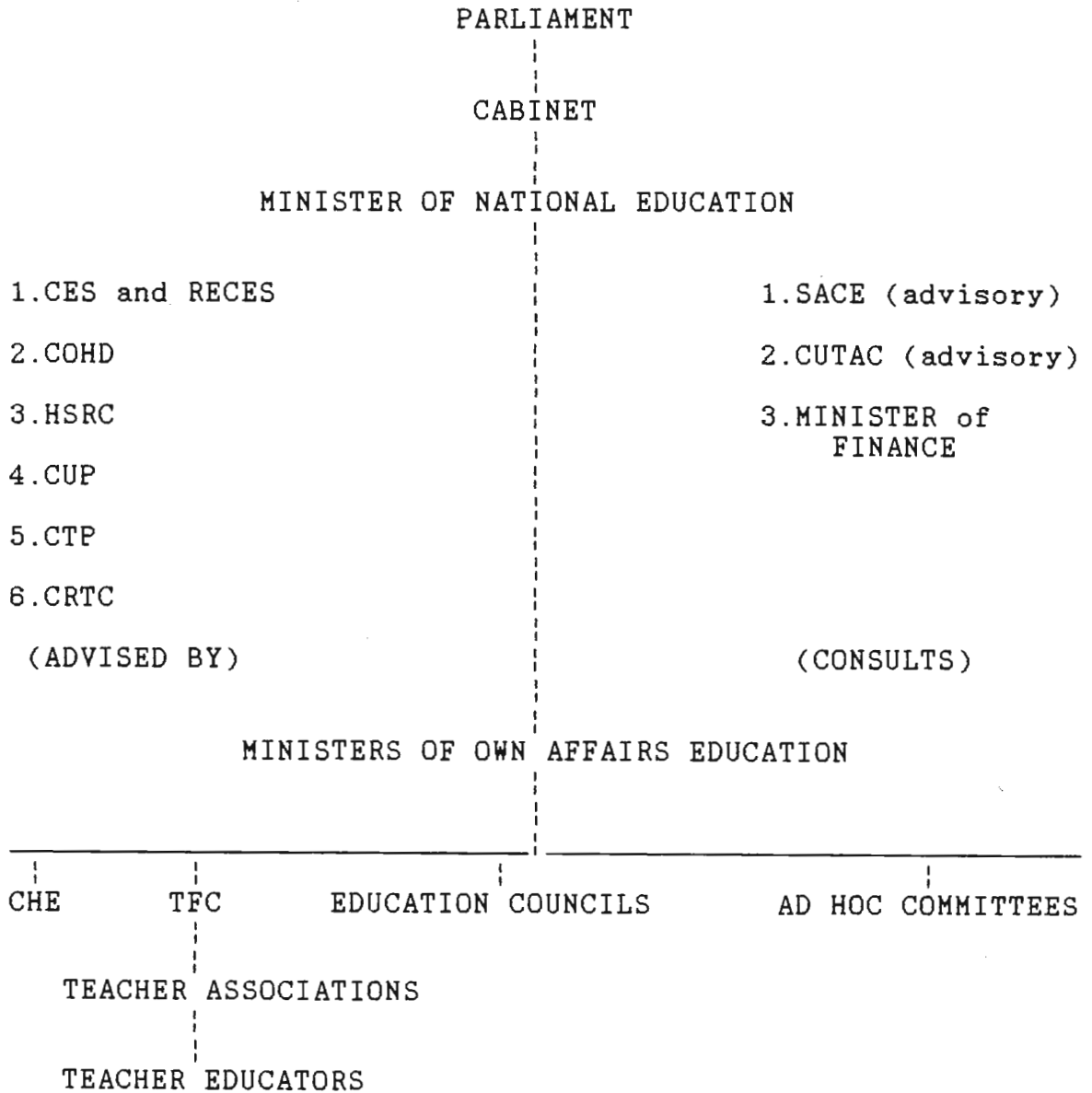
If the extreme instance of the Orange Free State is considered for example, its one White college is hemmed in by the Orange Free State education department on the one hand and the University of the Orange Free State on the other. Both have powerful representation, through the COHD and UTAC respectively, in policy making decisions. The college of education only has input through its local teachers' association to the TFC and onto the own affairs Minister whose impact in central policy making is shared by four other ministers and numerous other bodies, all in an advisory or consultative capacity. No formal liaison occurs between the one White college and colleges for Blacks, Coloureds or Indians. This scenario represents the antithesis of what professional representation, negotiation, liaison and consultation could be, given a recognised and viable profession association for all teacher educators working on a national basis.

The CRTC would be a decided improvement if it were to become a viable and respected body of the status of the CUP, for example. However, teacher educators also need an expanded

base and channel for representation. A professional organisation is needed to back the CRTC. This proposed body should be accorded recognition under general affairs education and be a national body. At the same time it should have equal status and recognition on UTAC (UTAC possibly becoming CUTAC ie. Colleges, Universities and Technikon Advisory Committee) and the CRTC should be represented on the SACE. Apart from these formal structures, the CRTC should have access to the Minister of National Education for representation, liaison, negotiation and consultation purposes on specific professional matters. The liaison with the teachers' association should be retained as an important professional interface. Teacher educators need to interact professionally at the two tiers of educational consultation and negotiation, viz the national and regional. It is visualised that a web of representation on many advisory bodies, and co-representation with tertiary, secondary and primary advisory and interest bodies and associations would establish teacher education as a fully fledged profession. The organisational structures proposed above are represented in Schematic Representation C, "An integrative model for teacher education consultation, representation and liaison". The primary features of this model are the representation of teacher educators on UTAC, a viable CRTC with representation to the Minister of National Education, a greater say on an

SCHEMATIC REPRESENTATION C

THE POSSIBLE PLACE OF TEACHER EDUCATORS IN THE ORGANISATIONAL STRUCTURES FOR THE DETERMINATION OF EDUCATIONAL POLICY



AN INTEGRATIVE FUTURISTIC MODEL FOR TEACHER EDUCATION CONSULTATION, REPRESENTATION AND LIAISON BASED ON CURRENT ORGANISATIONAL STRUCTURES

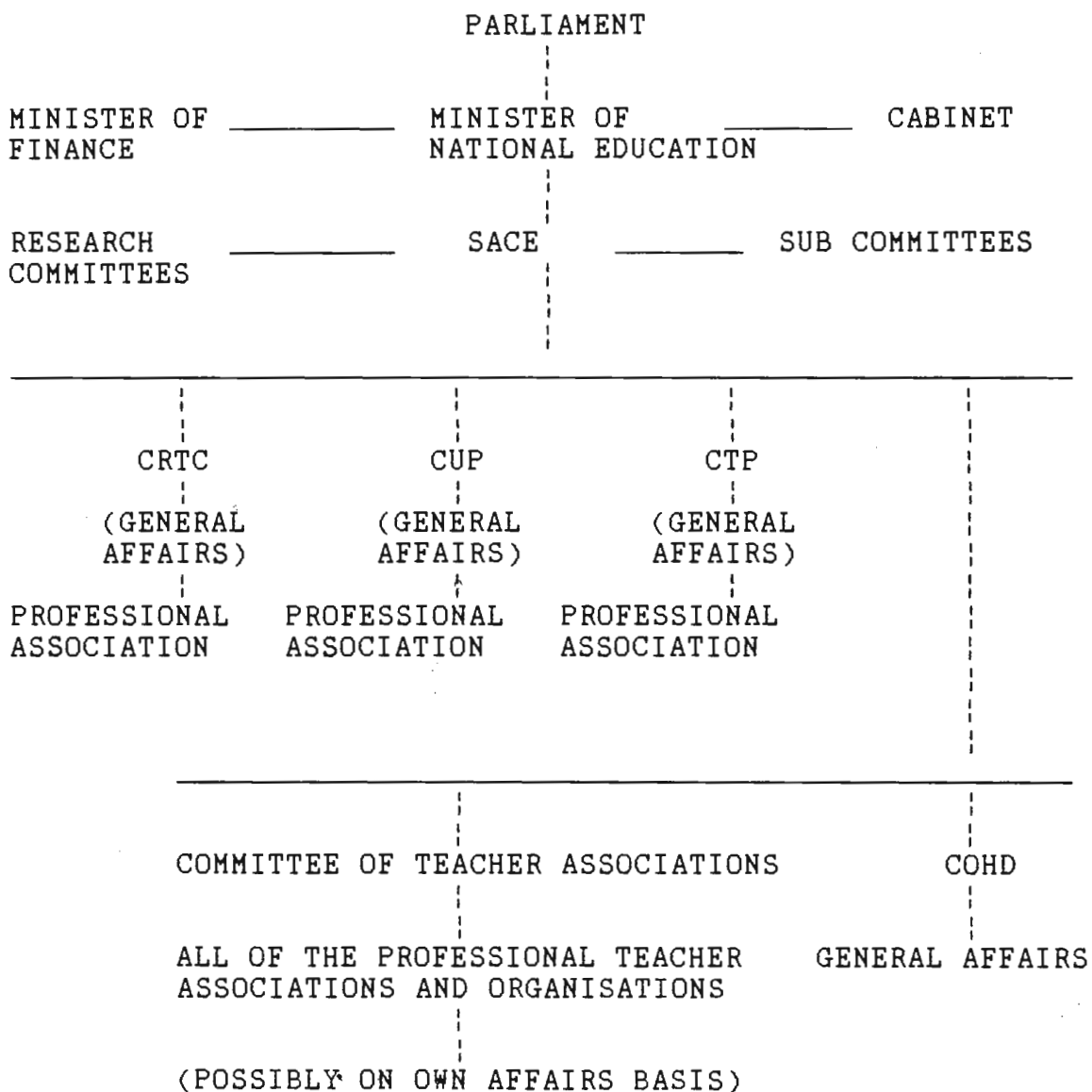
upgraded and autonomous SACE, whilst retaining the current important links with schools and teachers.

Schematic Representation C would constitute an interim model based on minimal but effective change within the present structures. Schematic Representation D would be a more idealistic model based on a variation of the unitary model proposed by De Lange, with colleges of education firmly placed as a distinct, yet equipotent, tertiary level institutions of education in corporation. As the Government appears intent on own affairs primary and secondary education, this arrangement is retained in essence, whilst teacher education takes its rightful place in tertiary education under the general affairs aegis.



SCHEMATIC REPRESENTATION D

AN IDEALISTIC FUTURISTIC MODEL FOR PROFESSIONAL TEACHER  
EDUCATION CONSULTATION, REPRESENTATION AND LIAISON



### 7.9 Summary

Any proposed schemata needs to be considered in the light of the administrative ethos and the current structures which form the basis through which innovation or change will be realised. Relevant aspects of policy making and implementation, and of organising, have been considered vis-a-vis the possible enhanced status which could arise if teacher educators were to become more fully professionalised.

Current structures and bodies involved in educational negotiation are reviewed in this chapter and found lacking in terms of real professional negotiation possibilities. The nature and the roles of the various interest and advisory committees, bodies or functionaries, upon investigation, are not geared to handling professional negotiation, particularly with teacher educators. The efficacy of the present system, including the TFC, are assessed and found to be lacking.

Desirable features of professional representation are explicated in order to establish futuristic models for the implementation of a desirable system of professional representation, especially for teacher educators.

CHAPTER EIGHT8. Conclusions and Recommendations.8.1 Conclusions.

In Chapter One the factors that gave rise to the research were considered. The central themes appropriate to the research were enunciated viz. the need for a further professionalisation of teacher educators was highlighted, and the need to raise the status of colleges of education to a truly tertiary level and grant them increased autonomy was also mooted. Reference was made to the need for organisational structures which would enable professional representation and negotiation with the Government on teacher educator matters. The teacher education profession itself has a need to promote professional association via the founding of a national professional organisation for purely professional reasons and for negotiation with the authorities on professional matters.

A full consideration of the central concepts of the dissertation were discussed in chapter two and nuances of semantic meaning were considered and discussed. The theoretical perspectives of professionalisation and related concepts were considered fully in chapter three from a sociological perspective, as a theoretical backdrop to the study. The phenomenon of professionalisation vis-a-vis

teaching as a profession was considered from theoretical perspectives and the relationship between teacher professionalisation and bureaucracy was sketched.

In chapter four the primary recent occurrences within the RSA that have a bearing on education were explicated with a special consideration of their actual or likely effects on the professionalisation of teachers and teacher educators. In particular, the advent of the SATC, the De Lange Commission (and the Government White Paper thereon) and the implications of the new Constitution, the Republic of South Africa Constitution Act, 1983 (Act 110 of 1983) on education were highlighted. These realities in the governing and administration of education form an important backdrop to the discussion on the professionalisation of teacher educators in the RSA.

In chapter five the profession of teacher education was considered in the light of the two paradigms proposed by Ozyga and Lawn, *viz.* the attributive paradigm and the process paradigm. The current status of teacher education was considered in relation to theoretical perspectives with a view to guidelines for future possible development along professionalisation lines. A de novo assessment of the professionalisation process was generated via extrapolation from the theoretical perspectives and the current realities. Twenty four cardinal factors were explicated and the

inherent attribute was sketched, followed by commentary on the current status and future possibilities of the factor within the teacher educator milieu within the current realities obtaining in the RSA.

The basis of this dissertation lies in organisation on the part of the profession and the Government. Thus, in chapter six the phenomenon of professional organisation was considered in terms of its aims and functions, its strengths and drawbacks. Professional associations in the USA and Britain form a basis for consideration and the ATCDE is considered as a template of the kind of professional teacher education association which could be formed in the RSA. Two key factors in professional associationalism were considered viz.

- (i) professional negotiation theory and practice; and
- (ii) professional association and trade unionism, and the similarities and differences between the two forms of corporality and group representation.

The complementary organisation implicit in governmental structures was considered in chapter seven. The discussion was perceived through Cloete's Generic Administration Paradigm, and the concomitant normative factors, the foundations of public administration. Key legislative and administrative phenomenon were elucidated, in particular

policy (formulation and implementation) and organising, both of which are central to the desirability for professional consultation which was raised. The role of the SATC/TFC as a representative body was critically considered and the problems inherent in co-optation were explicated. At the same time, the nature, manner and desirability of professional/governmental negotiation and consultation were established, and the advantages were considered from the government's perspective as well as from the profession's perspective. The necessary symbiotic relationship for good educational provision was stressed.

From the basis of organising theory, the current organisational structures obtaining in educational planning, policy formulation and policy implementation were sketched and critically commented upon. The role and functions of public office bearers, public officials and various statutory and non statutory bodies was described.

Education management structures were considered theoretically via statements from academic and practitioner perspectives, including the De Lange perspectives on educational structures and the implicit rationale associated therewith. Likewise the governmental reactions and their rationale as contained in the White Paper were also considered. Perspectives from the SATC, the TFC and the GTC were highlighted.

Futuristic organisation structure models were generated, which would allow for teacher educators to take their correct place in the tertiary sector and provide input on governmental planning and policy making. The deficiencies of the current structures were considered in this regard and the futuristic models were designed to obviate those deficiencies which were highlighted. The current structures were taken fully into consideration when generating the alternative models.

In summation, the professionalisation of teacher educators in the RSA was considered against the backdrop of professionalisation theory, the contingencies that exist in the current provision of education in the RSA and the structures obtaining thereto, and the current state of professionalisation achieved by teachers in the RSA. The possible process of professionalisation of teacher educators was extrapolated from theoretical perspectives, foreign experience and the desirability of institutionalised professional association. Concurrently, organisational structures were suggested based on current structures, which would redound in theory and practice on the Government and the teacher educator profession, all with a view to better provisioning of education for all the parents and pupils in the various communities in the RSA.

## 8.2 Recommendations.

The following recommendations arise from the considerations implicit in this piece of research.

### 1 Recommendation One

The occupation of teacher educator should be clearly delineated and incorporate all practitioner's involved in teacher education.

### 2 Recommendation Two

Teacher educators should form a distinct and discrete professional category on the teachers' professional register.

### 3 Recommendation Three

Statutory provision should be made by the Government for the recognition of a professional association of teacher educators, separate from the teachers' societies. A teacher educator could belong to either, or both, of a teachers' society and a teacher educators' association.

### 4 Recommendation Four

Teacher education should be, at least, a degreed profession and efforts should be made for post graduate qualifications to be considered desirable, and in time mandatory.



5        Recommendation Five

As teacher training consists basically of four year's training, a Master of Teaching Science degree by coursework and a scaled down dissertation should be offered to selected teacher educators holding a recognised initial degree and a recognised professional teachers qualification, plus relevant and appropriate service, along the lines of the Master of Business Administration or Master of Public Administration degrees.

6        Recommendation Six

A B.Ed degree specifically for teacher educators, possibly not holding degrees but holding acceptable diploma qualifications, could be instituted. The courses would be teacher education specific, of sound academic standing and the selection of candidates would be rigorous.

7        Recommendation Seven

Opportunities should be created for conducting research, particularly in primary school education where relatively little research is conducted. This research could be conducted by staff or students at Colleges of Education which have been awarded a specific university charter or at established Universities. Such research may be via formal research degrees or more informal research.

8        Recommendation Eight

Every effort should be made to upgrade the qualifications offered at Colleges of Education.

9        Recommendation Nine

Colleges of Education should be permitted to offer degree courses for suitably qualified candidates of sufficient calibre. A Collegiate University, similar to the Council for National Academic Awards in England, could be given a charter as a degree giving body and as the underwriter of all qualifications for teachers, whether degrees or diplomas.

10       Recommendation Ten

Teachers should be enabled to upgrade their diploma qualifications to degree qualifications via further academic study through a College of Education, either by part-time, correspondence or full-time study.

11       Recommendation Eleven

Teaching should move to becoming a degreed profession increasing over time, with selected colleges awarding appropriate degrees.

12      Recommendation Twelve

Students with excellent academic records in their diploma studies, or strictly selected mature students, should be permitted to study for the B.ED degree, possibly through a College of Education.

13      Recommendation Thirteen

The possibility should be considered of more Universities offering Education as an academic major subject in the liberal arts and humanities degrees, such courses not qualifying the student to teach, but permitting direct access to the B.Ed, the M.Ed and finally the D.Ed degrees. Concomitantly, all teaching qualifications should be offered at the Colleges of Education, even for degreed students, as happens in Scotland. The post graduate HDE would be offered at Colleges of Education only.

14      Recommendation Fourteen

More opportunities should be made available to teachers and teacher educators to upgrade their qualifications via further degree or diploma courses that are relevant to the personal and professional development of the teacher.

15      Recommendation Fifteen

All teacher training should be of the integrated variety to commit persons to teaching. If the courses were modular, persons would be enabled to switch courses during the initial stages of training and complete any outstanding requirements concurrently with their ongoing studies.

16      Recommendation Sixteen

The academic standing of an integrated teaching degree should be promoted as equivalent to any liberal arts or humanities degree, and should not only be considered of value in specific vocational terms alone.

17      Recommendation Seventeen

Teacher educators should form a national professional association for teacher educators for the purpose of professional endeavours and for negotiating on educational issues. Meetings and conferences should be held and a journal established for professional liaison. This association should represent the views of teacher educators and advance their interests.

18      Recommendation Eighteen

The use of facilities at Colleges of Education should be rationalised so that any underutilised facilities provide for those institutions that are underprovisioned, thereby assisting the Government to realise its ten year plan for the upgrading of teachers who were disadvantaged in their training in the past.

19      Recommendation Nineteen

Teacher education should become a general affair.

20      Recommendation Twenty

Teacher educators should be allowed professional autonomy by statute, whilst at the same time being held accountable as professionals under an appropriate code of ethics and a disciplinary committee consisting of fellow professionals. Any freedom enjoined must be coupled with an acceptance of broad personal responsibilities for professional judgements made and acts performed.

21      Recommendation Twenty One

The time honoured and effective accountability mechanism of examination paper moderation and assessment moderation should remain entrenched as a safeguard to the profession and the public.

22      Recommendation Twenty Two

Colleges of Education should be accepted as policy agents who provide inputs into educational policy decisions of national and regional significance.

23      Recommendation Twenty Three

Educational policy should be formulated by a unitary, independent, national body as envisaged by the De Lange Commission, at which all sectors of education in the RSA will be represented. Possibly regional bodies of similar ilk could support this main body by deconcentrating debate and ensuring a greater range of relevant professional input to the central body, as per the De Lange Commission recommendations.

24      Recommendation Twenty Four

Every effort should be made to ensure that professional educational structures remain as outwardly depoliticised as possible.

25      Recommendation Twenty Five

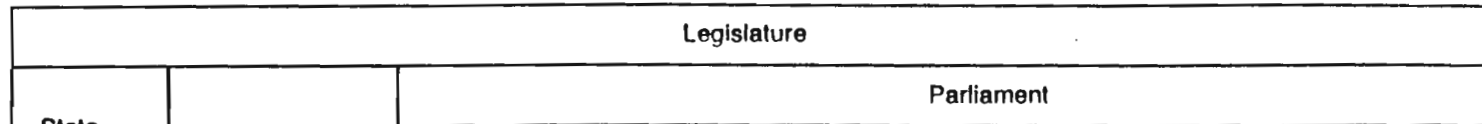
The CRTC should be developed into a respected body of national significance for all college rectors and with the standing of the CUP. The input and status of the CRTC should be decidedly tertiary in nature.

26      Recommendation Twenty Six

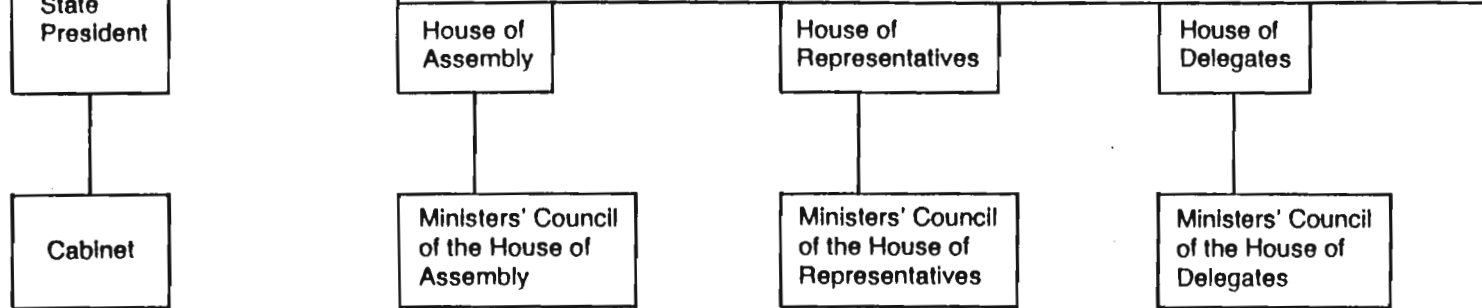
The proposals contained in the suggested Schematic Representation C should be implemented forthwith, whilst the proposals in Schematic Representation D should be allowed to evolve over time.

# INSTITUTIONS COMPRISING THE CENTRAL LEVEL OF GOVERNMENT OF THE REPUBLIC OF SOUTH AFRICA

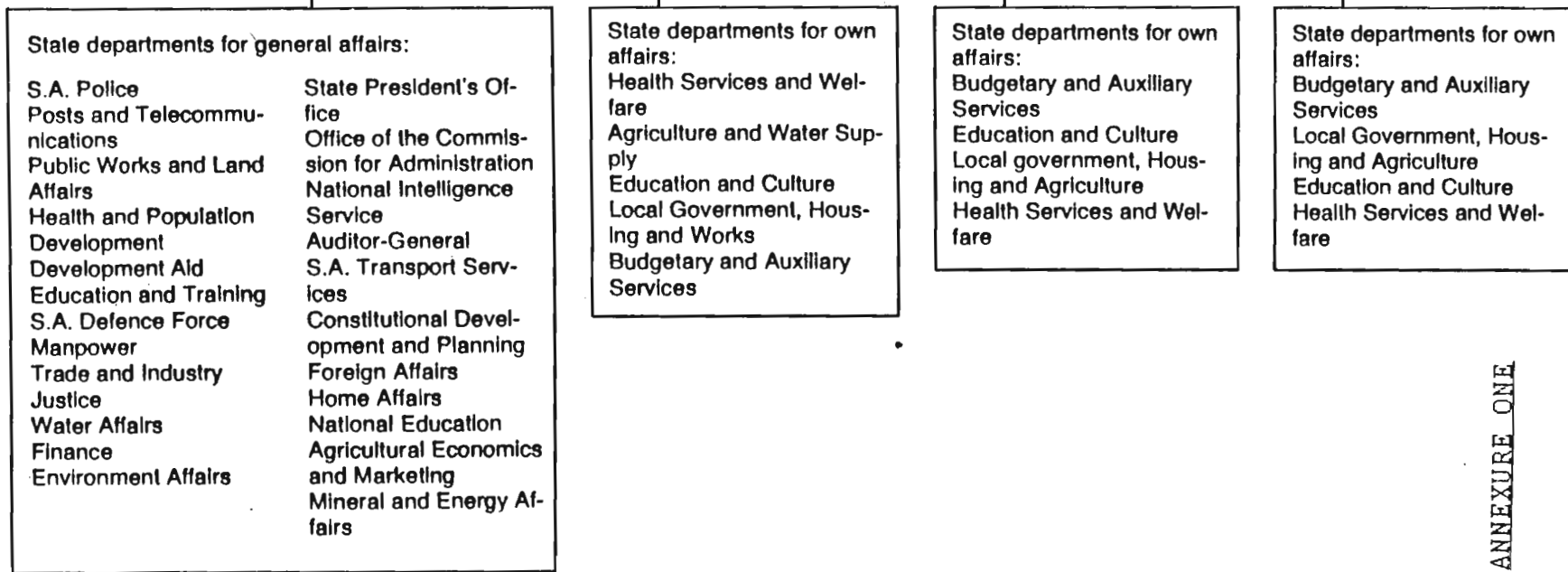
1. Legislative Institutions



2. Governmental institutions



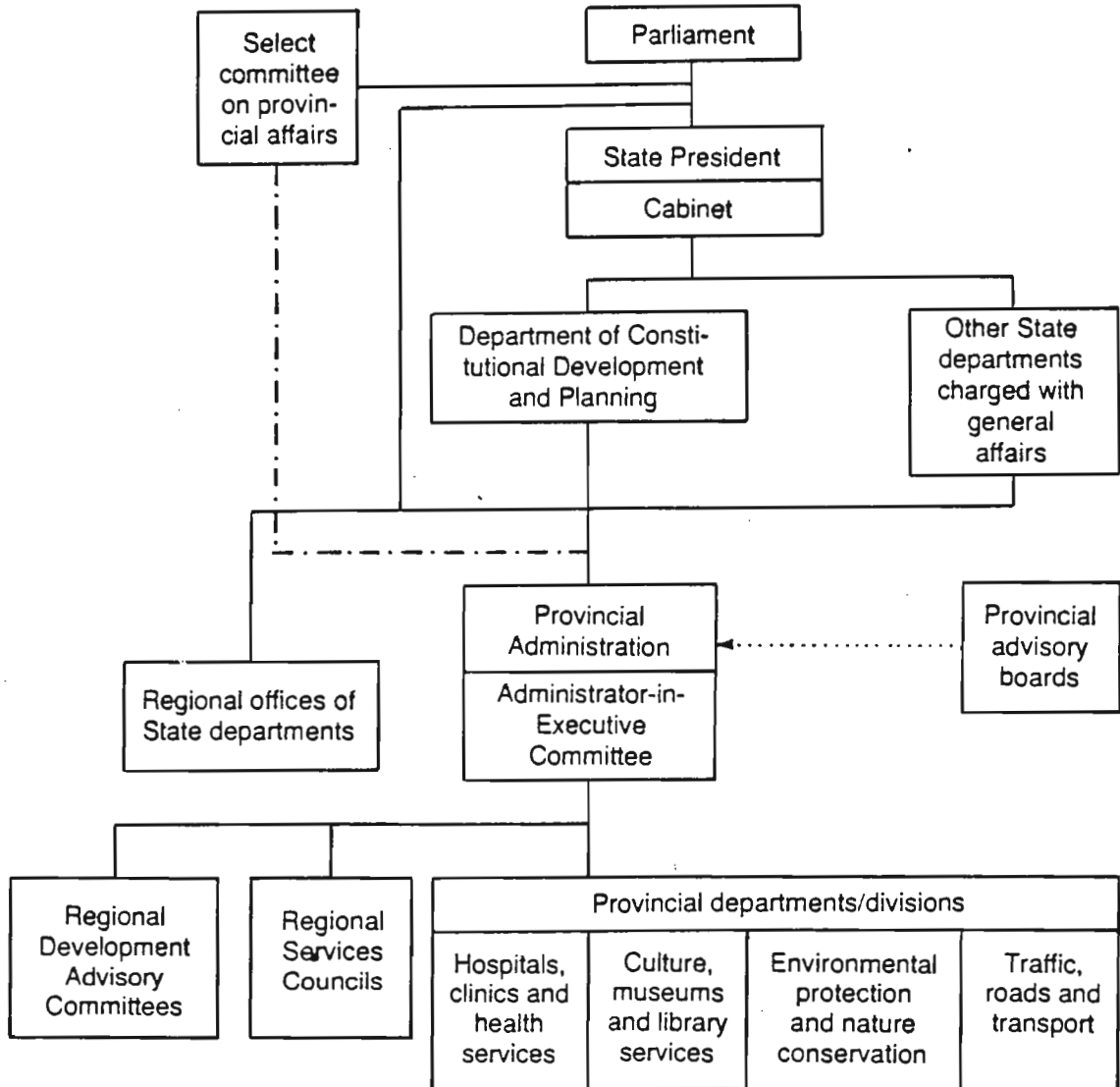
3. Administrative institutions





ANNEXURE TWO

PROPOSED PROVINCIAL INSTITUTIONS



- = Directives with laws, regulations and decisions
- ..... = Advice
- - - - = Investigations and deliberations to enforce accountability

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