

TOWARDS A SOUTH AFRICAN
**TEACHER
INDUCTION**
FRAMEWORK



basic education
Department:
Basic Education
REPUBLIC OF SOUTH AFRICA



VVOB COMMISSIONED JET EDUCATION SERVICES
TO DEVELOP THIS FRAMEWORK IN COLLABORATION WITH DBE AND VVOB
AND IN CONSULTATION WITH VARIOUS STAKEHOLDERS.



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EXECUTIVE SUMMARY

WORLDWIDE, NEWLY QUALIFIED TEACHERS (NQTs) ARE TYPICALLY THRUST INTO CHALLENGING ENVIRONMENTS, WHERE THEY ARE RELATIVELY UNSUPPORTED IN CONFRONTING THE REALITIES OF SCHOOLS AND EDUCATING YOUNG LEARNERS (COOPER & ALVARADO, 2006; R. S. KATZ, 2010; TAHIR ET AL., 2014).

The many challenges experienced by NQTs include assignment to poorly-disciplined, low-performing and/or large classes, additional responsibilities, high teaching loads, and difficulty in accessing the staffroom culture (Tahir et al., 2014). As a result, many leave teaching after a few years for other jobs.

Internationally, the research literature indicates that effective teacher induction is valued by NQTs, schools and education systems. Teacher induction has been shown to have positive effects on beginning teachers, particularly in relation to greater job satisfaction, commitment to teaching and remaining in teaching (Ingersoll and Strong, 2011). It plays a key role in helping beginning teachers make the transition from novice to competent professional, and can promote school improvement by enhancing the skills and positively influencing the attitudes of new teachers, thus increasing learner achievement. The programmes are also associated with reducing the rates of early exit from the profession and the consequent reduction in the need to train new replacement teachers, with all the attendant costs (CDE, 2016).

Although to date teacher preparation in South Africa has not included teacher induction, there is

general agreement among the key stakeholders about the importance of teacher induction, and clear policy intent by government to initiate a process of teacher induction. The Department of Basic Education (DBE) has determined that teacher induction is a priority, given the critical need to improve the general quality of teaching and learning achievement in schools, retain NQTs in the profession, meet the future demand for teachers, and accelerate the process of teacher professionalisation.

Accordingly, in June 2018, JET Education Services (JET) was contracted by the Flemish Association for Development Cooperation and Technical Assistance (VVOB) and the DBE to undertake the research to develop a draft concept document on teacher induction. The purpose of this concept note is to outline the findings of desktop research and interviews undertaken by JET Education Services on induction programmes in developed and developing countries as well as South Africa. The concept note begins by providing an overview of the policy context of teacher induction in South Africa. The context is complex with multiple government departments, statutory bodies and stakeholder groups involved, and many pieces of legislation. Moreover, government

has been very active in the area of teacher policy and development, and many of the new policies and initiatives have direct bearing on teacher induction, which is seen as a means of addressing a number of serious education challenges. The education challenges discussed centre on teacher supply and demand until 2025, because they will vitally affect the scale and nature of teacher induction required. The demand for teachers arises out projections of increasing learner enrolments that will mean that more NTGs will be required to staff the schools and this will affect the scale, cost and logistics of induction provision (CDE, 2015; Gustafsson, 2018). Empirical findings about the main factors that affect the supply of teachers are outlined, including: the unusual age profile of the existing teacher corps; funding of ITE students; the very poor throughput and completion rates of ITE students, who on average enter schools at 28 years or not at all; the low absorption rates of NQTs; and the attrition rate from the teaching force.

The generally poor quality of ITE programmes, which makes the task of induction even more challenging, is also discussed.

Internationally, countries typically see the purposes of induction as providing a structured bridge between the theory of ITE and the realities of teaching, establishing better social structures and support to NQTs within schools and the system, improving the quality of instruction offered by NQTs, increasing the retention rates of NQTs, attaining greater economic efficiencies in the education system, and strengthening professionalism within the teaching force (CDE, 2016). However, an induction process also needs to address the needs of the NQTs who are entering the workforce for the first time, require an orientation to the structures and processes in the education system, need to learn how theory applies to everyday teaching as well as routine practices like classroom management and lesson planning, among others.

A number of frameworks and models of induction exist in both developed and developing countries and depend on a number of factors, including overarching policy aims, available resources, the status of teaching, and the length and nature of the ITE. Induction can take place as a “second phase” of ITE, or the teaching qualification when the NQT is teaching in a school, and is commonly a pre-requisite for professional registration in either case (Keuren et al., 2015). However, there appears to be an inverse relationship between the rigour of ITE and the rigour of induction programmes: countries with strong ITE require shorter or less comprehensive induction.

Sweeny (2008) identified three general models of induction: a basic orientation model, an instructional practice model and a school transformation model. The European Commission (2010) has provided useful guidelines for teacher induction programmes, comprising three types of support for new teachers - personal, social and professional. It further identifies four interlocking systems, Mentor support, Expert support, Peer support and Self-reflection, which can support new teachers in all three areas.



There is a dearth of induction literature on developing countries. Robinson and Taylor (2018) found that there is little evidence of induction programmes in Sub-Saharan African countries. However, the research by Keuren et al. (2015) provides some information on induction models and effectiveness in Indonesia, Kenya and Morocco.

Regardless of the induction framework, however, the CDE (2016) research found that effective teacher induction programmes use growth models to focus on three criteria: effective teaching (ensuring NQTs understand what 'effective' teaching is and means); professional development (movement through a developmental cycle, such as from a novice to competent practitioner to expert professional); and teaching development (growing the pedagogic understanding of teachers through developmental stages).

The provision of seminars and classroom demonstration were found by CDE (2016) to be the least effective measure in reducing NQT turnover, unless they were combined with other components or support, while the most effective programmes combined mentorship with collaboration and partnerships. Extra classroom assistance for NQTs and formal assessments in the first two years of teaching have been identified as high impact induction strategies (Kapadia et al., 2007; Smith & Ingersoll, 2004). Supportive principals and workshops where new teachers can learn and exchange information in groups and critical reflection sessions with mentors have also been found to be effective strategies (Robinson & Taylor, 2018; CDE, 2016).

Mentorship is crucial to successful induction, providing the single strongest influence on job satisfaction and retention (CDE, 2016). While the primary role of the mentor is to support the school and professional integration of the new teacher, the mentor also needs a solid knowledge of the content the new teacher will be teaching

in order to assist with professional teaching and pedagogy. Therefore, mentors should be senior and experienced staff in the school who have both the required subject knowledge and personal attributes. Mentors must be trained and supported in their roles. Incentives such as additional status or pay and removal of disincentives, chiefly the additional workload, are critical in attracting and retaining mentors.

Orientation is a key part of induction and serves to provide information on the systems and processes teachers are expected to understand and operate within. While orientation alone is not sufficient to induct teachers into their new profession (Ajowi et al., 2011; CDE, 2016), orientation can provide an initial dose of intensive support. In 2016 the DBE developed a guide, *New Teacher Induction: Guidelines for the Orientation Programme*, which was implemented in 2017 by provincial education departments (PEDs). The Orientation Guidelines include an overview of the South African schooling system, together with a list of relevant policy documents; the roles and responsibilities of key officials for school-based orientation; and a range of recommended orientation topics.

The literature also shows that peer groups or professional learning communities (PLCs) can be used within or between schools to support both mentors and mentees in the induction process. They support the social aspects of induction, as well as providing platforms for further training, reflection, peer support and peer learning.

NQTs are typically required during induction to compile Portfolio of Evidence (POE) or a professional development profile (PDP) which charts the course of their development and provides evidence of their increasing proficiency. Contributions to these can include, for example, logging attendance at training or events, completion of assignments, and self-reflection, or peer-reflection activities, observation and feedback session notes, and practical examples of their teaching.

A range of induction or induction-like programmes of government departments, NGOs and HEIs are currently under way in South Africa. These programmes include various combinations of orientation, periodic training, PLCs, mentorship, reflective exercises and portfolios of evidence (POEs). JET's interview research with eight of them yielded useful examples of quality, scalable training materials, strong mentor training, and how to develop and assess POEs. The lessons learnt from these programmes include the allocation of sufficient training and support for mentors and a lighter teaching load to fulfil their role. Mentors located within schools were found to be more effective than mentors placed at schools different from their mentees. The use of ICT for both mentor and NQT support was noted as a possible tool. Peer learning among NQTs (and/or students) was valued in some programmes.

In order to develop a contextually relevant, robust programme for South Africa, a number of considerations are critical. Effective strategies for engaging stakeholders must be put into place, and key factors such as the cost and resources required, social factors (such as a prevalence of hierarchical relationships related to gender, age or race) and low mentorship capacity must be considered. In addition, there are number of key questions about the induction model and the process for South Africa that need to be discussed and decisions made. For example, the induction policy goals and purposes, the components of the programme, the relevant role-players, resources and costs, the programme theory of change, and quality assurance mechanisms all need to be decided.

It is hoped that this concept note will assist with the process of exploring the key questions and will be used for further engagement with stakeholders through working groups and round tables.



ACRONYMS

BEd	Bachelors of Education
BELA	Basic Education Laws Amendment Act (2011)
CCSESA	California County Superintendents Educational Services Association
CDE	Centre for Development and Enterprise
CHE	Council on Higher Education
CPD	Continuing Professional Development
CPTD	Continuing Professional Teacher Development
CRMEF	Regional Teacher Training Centre
DBE	Department of Basic Education
DHET	Department of Higher Education and Training
DoE	Department of Education
EFAL	English as a First Additional Language
ELRC	Education Relations Labour Council
FSDOE	Free State Department of Education
HEI	Higher Education Institution
HEQC	Higher Education Quality Committee
HOD	Head of Department
ICT	Information and Communications Technologies
IQMS	Integrated Quality Management System
ISASA	Independent Schools Association of Southern Africa
ISPFTED	Integrated Strategic Planning Framework for Teacher Education and Development
ITE	Initial Teacher Education
JET	JET Education Services

JMP	Joint Mentorship Project
MGSLG	Matthew Goniwe School for Leadership and Governance
MRTEQ	Minimum Requirements for Teacher Education Qualifications
NDP	National Development Plan
NEA	National Education Association (United States)
NGO	Non-Governmental Organisation
NPFTED	National Policy Framework for Teacher Education Development in South Africa
NQT	Newly Qualified Teacher
NTG	New Teacher Graduate
NWU	North West University
PAM	Personnel Administrative Measures
PD	Professional Development
PDP	Professional Development Profile / Professional Development Portfolio
PDP	Professional Development Points
PGCE	Postgraduate Certificate in Education
PLC	Professional Learning Community
POE	Portfolio of Evidence
PrimTEd	Primary Teacher Education Project
PSP	Primary Science Project
PTS	Professional Teaching Standards
REQV	Relative Education Quality Value
SACE	South African Council for Educators
SAMSTIP	South African Mathematics and Science Teacher Internship Programme
SAQA	South African Qualifications Authority
TIMSS	Trends in International Mathematics and Science Study
UNESCO	United Nations Educational, Scientific and Cultural Organisation
WIL	Work-Integrated Learning
WSE	Whole School Evaluation

1. INTRODUCTION

INTERNATIONALLY, THE RESEARCH LITERATURE INDICATES THAT EFFECTIVE TEACHER INDUCTION IS VALUED BY NEWLY QUALIFIED TEACHERS (NQTs), SCHOOLS AND EDUCATION SYSTEMS. TEACHER INDUCTION HAS BEEN SHOWN TO HAVE POSITIVE EFFECTS ON BEGINNING TEACHERS, PARTICULARLY IN RELATION TO GREATER JOB SATISFACTION AND COMMITMENT TO TEACHING AND STAYING IN TEACHING (INGERSOLL AND STRONG, 2011, NEW TEACHER CENTER, 2007).

It plays a key role in helping beginning teachers make the transition from novice to competent professional, and can promote school improvement by enhancing the skills and positively influencing the attitudes of new teachers, thus increasing learning achievement. The programmes are also associated with reducing the rates of early exit from the profession and the consequent reduction in the need to train new replacement teachers, with all the attendant costs (CDE, 2016).

In South Africa, there is general agreement among the key stakeholders about the importance of teacher induction, and clear policy intent by government to initiate a process of teacher induction. The Department of Basic Education (DBE) has determined that teacher induction is a priority, given the critical need to improve the general quality of teaching and learning achievement in schools, retain NQTs in the profession and accelerate the process of teacher professionalisation.

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To this end JET undertook research, which included an updated review of the international and South African literature, and interviews with organisations in South Africa involved in induction programmes or programmes that contain components that are relevant to induction. They included the following initiatives identified by the steering committee:

- Inclusive Education South Africa was interviewed about its induction initiatives, which include mentorship, training and POEs.
- North West University provides various programmes of interest, including distance education, centre-based education, and mentorship training.
- The Global Teacher Initiative (GTI) runs pre-service teacher preparation programmes for recipients of the Funza Lushaka bursaries. This programme includes training and mentorship components, as well as a portfolio of evidence (POE).
- Matthew Goniwe School of Leadership and Governance (MSGSL) has been running an induction training programme to enhance the leadership and management of support skills of subject advisers (SAs) and principals to newly qualified/newly appointed teachers (NQT/NAT).
- The Free State Department of Education was interviewed for its reflections on the delivery of the DBE Orientation programme, and a planned expansion of the programme.

This concept document is structured into six main sections. After the introduction, the next section begins with a summary of the education challenges relating to the teaching force in South

Africa, and sketches the policy context of teacher induction in South Africa. It includes a discussion of the key factors influencing teacher supply and demand, the roles and responsibilities of the education department and other authorities, the main pieces of legislation, and recent developments, which will influence or guide the development of a teacher induction programme.

This is followed by the third section that provides an overview of the different purposes of teacher induction in meeting the needs of an education system and newly qualified teachers (NQTs). The next section contains a summary of the international research on teacher induction and mentoring programmes in developed and developing countries. Different theoretical approaches and models, as well as the characteristics of effective induction and mentoring programmes, and the lessons learnt are presented. Section five provides an overview of South African research and existing induction-like models in the country that can inform the development of a national teacher induction programme. The final section poses key questions for policy-makers and stakeholders that will need to be addressed in designing and effectively implementing an appropriate teacher induction programme for the South African context.



2. THE POLICY CONTEXT OF TEACHER INDUCTION

IN RECENT YEARS, THE EDUCATION DEPARTMENTS AND STATUTORY BODIES IN SOUTH AFRICA HAVE BEEN VERY ACTIVE IN THE AREA OF TEACHER POLICY AND DEVELOPMENT, AND MANY OF THE NEW POLICIES AND INITIATIVES HAVE DIRECT BEARING ON TEACHER INDUCTION, WHICH IS SEEN AS A MEANS OF ADDRESSING A NUMBER OF SERIOUS EDUCATION CHALLENGES. THE EDUCATION CHALLENGES ARE OUTLINED BELOW, AND AS WELL AS THE GOVERNMENT INITIATIVES THAT CREATE THE POLICY CONTEXT OF A TEACHER INDUCTION PROGRAMME.

2.1 TEACHER SUPPLY AND DEMAND

The supply and demand for teachers (TS&D) until 2025 in South Africa will vitally affect the scale of teacher induction required, because the DBE's plan centres on induction for NTGs and foreign teachers. The demand for teachers arises out of the current demographic trends and projections of future learner enrolments. If the learner enrolment continues to rise as it has in recent years (CDE, 2015; Gustafsson, 2018), then more NTGs will be required to staff the schools and this will affect the scale, cost and logistics of induction provision. The supply of teachers depends on the number of ITE enrolments and graduates until 2025, and whether the annual increases in the past will continue to rise at the rate of DHET's ITE enrolment plan (CDE, 2015).

To fully understand the TS&D challenges, it is important to understand a number of contributing factors that influence them. These factors include:

- The age profile of the existing teacher corps;
- The bursaries available to fund ITE students;
- The throughput and completion rates of students in ITE programmes;
- The age at which NTGS typically enter the teaching force;
- The number of NTGS that take up teaching positions; and
- The attrition rate from the teaching force.

2.1.1 TEACHER SUPPLY

Two most recent comprehensive models of teacher supply and demand (TS&D) in South Africa were produced for the Centre for Development and Enterprise (CDE) by Dr Charles Simkins using 2009 and 2013 data respectively. These were published in two CDE reports in 2011 and 2015 respectively.¹ The latter is the latest

¹ CDE. (2011) Value in the Classroom: The quantity and quality of South Africa's teachers. CDE in Depth, no 11. Johannesburg: CDE. (2015) Teachers in South Africa: Supply and Demand 2013 -2025. CDE In Depth. Johannesburg: CDE.

modelling of TS&D that has been undertaken in the country, although DHET has indicated that a new modelling exercise will begin shortly under the auspices of RESEP at the University of Stellenbosch.²

The 2011 CDE report indicated that South Africa was producing only a third of the country's requirement of some 25,000 new teachers a year, and particularly too few in key subjects such as mathematics, science, commerce and technology. However, as a result of the strenuous efforts of government to increase ITE enrolees in public higher education institutions (HEIs), the 2015 CDE report showed that, in terms of Simkins' new modelling based on 2012 and 2013 data, if the number of graduates continued to increase at the rate of previous years, South Africa would be

able to produce sufficient teachers for the next decade to maintain the 2015 learner to educator ratio (LER) of 31.2 for primary schools and 26.2 for secondary schools.³

In 2018 the key issue for TS&D is the extent to which the annual number of ITE enrolees and graduates has increased since 2013. The good news is that the DHETs' Trends in Teacher Education reports from 2013 to 2016 indicate that they have kept pace with DHET's enrolment plan to 2019, extended by Simkins (2016) to 2025. The 2018 DHET report, "Trends in Teacher Education 2016", shows that in 2016 there were 23, 818 NGTs (DHET, 2018: 4) as shown in Table 1 below. As the DHET enrolment plan had envisaged 19, 403 NTGs in 2016 (Simkins, 2016: 11), the production of NTGs in fact exceeded the planned number of graduates.

TABLE 1: STUDENT ENROLMENT NUMBERS AND GRADUATE NUMBERS IN ITE QUALIFICATION PROGRAMMES (2013- 2016)

YEAR	STUDENT ENROLMENTS (HEAD COUNT)	B ED GRADS	PGCE GRADS	TOTAL GRADS
2013	104 144	9 514	6 982	16 496
2014	106 891	11 771	7 306	19 077
2015	116 701	13 420	7 353	20 773
2016	122 326	15 778	8 040	23 818

However, as both Gustafsson (2015) and van Broekhuizen (2015) have argued, the fact that to date the production of NTGs has been on track with the planned annual increases until 2016, does not mean we can be complacent about the supply of teachers. There are a number of risks that threaten the required supply and these are discussed below.

2.1.2 ROLE OF UNISA

Both the CDE (2015) report and van Broekhuizen's (2015) paper have shown that Unisa is central to the production of NTG, since much of the increase in new ITE enrolments since 2004 has been concentrated at UNISA. Between 2004 and Unisa accounted for only 22% of all new ITE enrolees in the public HEIs, but over 48% of them between 2008 and 2013.

2 Personal communication between Dr J Hofmeyr and Dr W Green, Chief Director: Teaching and Learning Development at DHET. 11 September 2018

3 Simkins constructed a model to explore and project teacher supply and demand using five different official datasets. Although these data sets were inaccurate, incomplete, and inconsistent, the model provides important pointers to teacher supply and demand in the next 10 years and the key dynamics that will influence it.

TABLE 2: UNISA STUDENT ENROLEES AND GRADUATES IN ITE QUALIFICATION PROGRAMMES

YEAR	B ED & PGCE STUDENT ENROLMENTS (HEAD COUNT)	B ED GRADS	PGCE GRADS	TOTAL GRADS
2013	53 979	1 837	3 668	5 503
2014	53 600	2 921	3 880	6 801
2015	60 710	4 116	3 851	7 957
2016	61 107	5 437	4 145	9 582

In 2016, the dominance of Unisa continued: its 61 107 ITE enrolees were 49% of all 122 236 ITE enrolees. This means that should anything threaten UNISA's supply of NTGs, the country would be unable to produce the necessary supply of teachers. As Table 2 above shows, in 2013, the number of ITE enrolees at UNISA dropped because a new online application system was introduced and this aroused fears of an interrupted future supply (van Broekhuizen, 2015). Fortunately, the enrolees increased again significantly in 2015, but only slightly in 2016. Thus the number of 2017 and 2018 ITE enrolees at Unisa and in future is an important issue.

Moreover, the low throughput and completion rates of ITE students studying through distance education at Unisa is also a problem.

2.1.3 THROUGHPUT AND COMPLETION RATES OF ITE STUDENTS

Both Simkins (2015) and van Broekhuizen (2015) point out student progress through ITE programmes is poor and the outputs are very low. CDE (2015) reports that the graduation rates of the PGCE and the B Ed programmes are less than half of what they should be. In the case of Unisa, where students study on a part-time distance education basis, the rate drops to as low as 10 per cent of what it should be in the case of the B Ed. The low number of NTGs relative to the ITE enrolments in Unisa shown in Table 2 points to this problem.

As Unisa produces nearly half of all NGTs, the country cannot afford any lower throughput rates in ITE programmes at Unisa (or the contact HEIs), if we are to produce some 35,000 NTGS by 2025.

2.1.4 FUNDING OF ITE STUDENTS

Bursaries for ITE students are provided through the Funza Lushaka scheme, which is part of the National Student Financial Aid Scheme (NSFAS). In 2017 the DHET reported that Funza Lushaka awards had benefited 5 016 (24.2%) of the 20 720 students in initial teacher education programmes during 2015, an increase of almost 800 over 2014 (Parliamentary Monitoring Group, 2017).

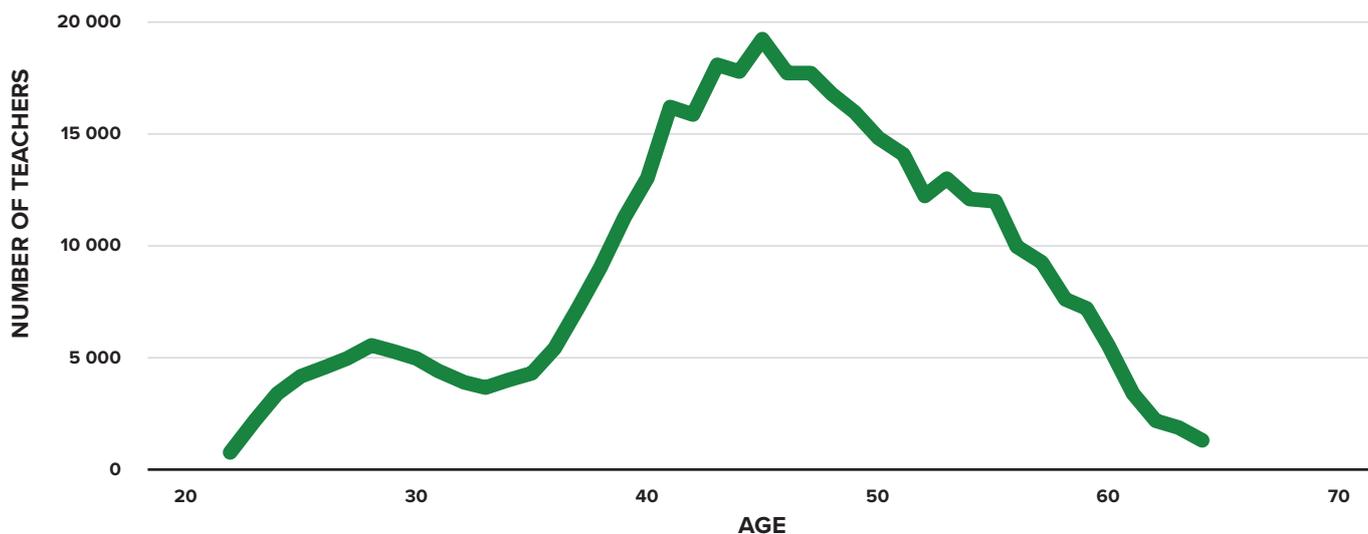
In its Annual Performance Plan 2018/2019 the DBE states that in order to ensure an adequate supply of teachers in key subjects, it wants 13,500 Funza Lushaka bursaries per year to be allocated over the medium term to student teachers in priority subject areas, such as mathematics, science and technology. However, the DBE goes on to state that if the 8% increase in university fees for 2018 announced by the Minister of Higher Education and Training continues, the number of students supported is expected to decline from 13 500 in 2017/18 to 12 500 in 2020/21 (DHET, 2018: 24). This could curb enrolment in initial teacher education (ITE).

2.1.5 AGE PROFILE OF TEACHING FORCE

The age profile of the South African teaching corps is unusual and resembles the two humps of a camel's back as shown in Figure 1 below. As Simkins (CDE, 2015: 17) pointed out, in 2013 the number of teachers between 45 and 49 (97,700) was four times higher than the number between

30 and 34 (21,300). This will create a significant problem by 2025 when this group will be 50 to 59 years old, with many in the process of retiring (see Figure 2 below). The smallest number of teachers will then be 40 to 49 years old. As this is typically the group from which senior managers and principals are drawn, teachers with less experience will have to be promoted to fill these positions.

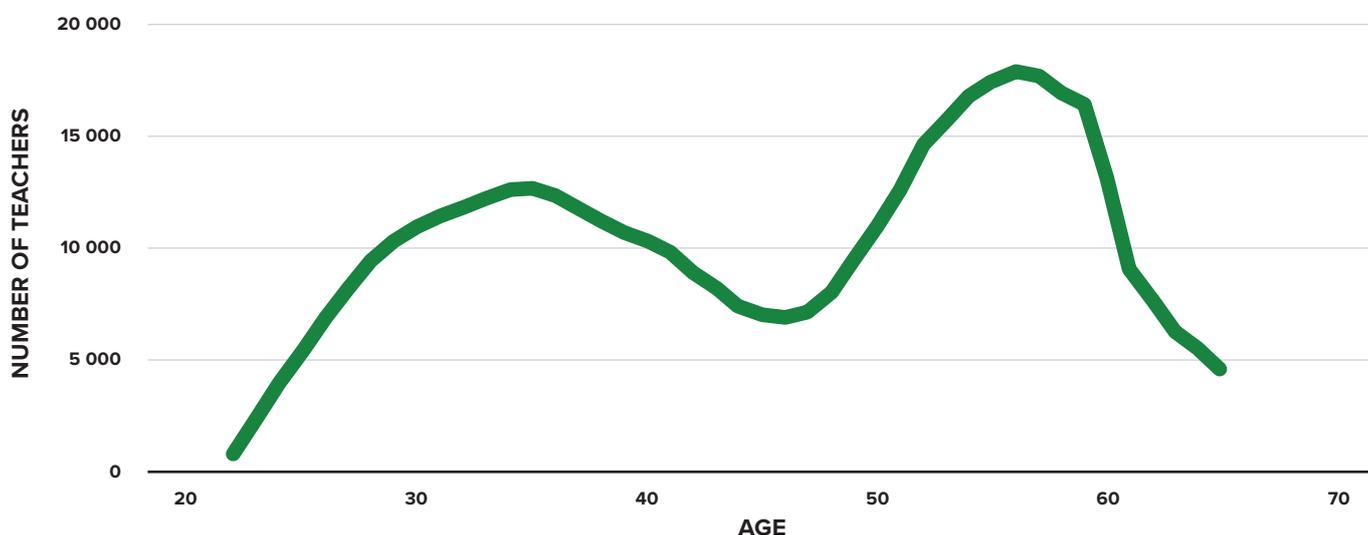
FIGURE 1: AGE DISTRIBUTION OF TEACHERS IN 2013



The unusual age profile is explained by Simkins (2015). There was a stagnation in the number of teachers employed between 1999 and 2004 at around 365 000 to 362 000 teachers. This would have led to a decline in the number of young teachers entering the system. In

addition, there was a substantial decline in ITE enrolments in contact colleges between 1994 and 2000, from 71,000 to 10,000. This decrease in enrolments would have resulted in a far smaller number of NTGs some four to five years later (Simkins, 2015).

FIGURE 2: AGE DISTRIBUTION OF TEACHERS IN 2025



2.1.6 AGE OF NGT ENTRY INTO TEACHING

The age at which NTGs enter the schooling system also affects teacher supply. The earliest age at which they can enter the system after a four-year qualification is 22 years, but very few enter below the age of 24 years. Simkin's research (CDE, 2015: 18) found that the average age that most NTGs enter the system is 28 years. This delay of some six years before NTGS actually enter the system has implications for the supply of teachers.

Moreover, as CDE (2015) pointed out, the NTGs who do not enter teaching, coupled with attrition in the teaching corps, results in a waste of 'time, skills and money' (CDE, 2015: 20), with the need to recruit, train and deploy replacement teachers.

2.1.7 NTG ABSORPTION INTO TEACHING CORPS

Gustafsson (2015) found that absorption of first-time, young qualified 'joiners', where 'young' is defined as age 30 and below, is declining in public schools. If this group is divided by the number of teacher graduates in the previous year, the number has declined from 77% in 2009 to 53% in 2013 and to 41% in 2014. This is a very worrying decline, and if it continues, will also negatively affect teacher supply (2015:4). Moreover, his calculations (2015:6) and those of Simkins (2015: 38) show that many young joiners leave the system within five years of teaching.

A number of researchers have attempted to explain why this is occurring. Simkins (2015), Gustafsson (2015) and van Broekhuizen have pointed to a significant number of unqualified teachers in the schools who are filling the posts that NTGs could be filling. Moreover, there is a mismatch between the types of schools where NTGs are needed the most and the types of schools where NTGs want to work. There is an excess of applications for posts in locations that NTGS find most desirable (typically more urban

areas) as opposed to too few applications for rural and disadvantaged schools (CDE, 2011:10; van Broekhuizen, 2015).

Van Broekhuizen (2015) refers to studies that have found that a substantial proportion of ITE students do not plan on becoming teachers in South African schools or, if they do, only seek employment in a school some years after completing their studies. Deacon and Cosser (cited in CDE, 2011: 12) noted that many NTGS emigrated or took up other professions, resulting in a loss of thousands of teachers every year. They found that a quarter or even more of all newly trained teachers did not take up teaching posts in South Africa's schools, deterred mainly by low salaries and the poor image of the profession. De Villiers (2017) undertook a small survey among 134 final year student teachers at the University of Pretoria and found that 38% wanted to be teaching abroad in five years' time but did want to return to South Africa. They gave three main reasons for migration: the opportunity to travel; the chance to earn a higher salary and professional development.

Gustafsson (2015: 4) notes that NTGs without public bursaries can find work outside the education sector, and that privately-funded posts also absorb new graduates. He suggests that part of the problem could be budget pressures of the Funza Lushaka bursary recipients (Gustafsson, 2015: 4).

As van Broekhuizen (2015) says: "it is not only imperative that greater numbers of younger teachers enter the teaching profession, but also that greater numbers of those individuals are retained as teachers for a meaningful period of time (2015: 83)". Induction can play an important role here.

2.1.8 RATE OF ATTRITION FROM TEACHING CORPS

The rate of attrition from the teaching corps is the other key factor that affects teacher supply. Although the analyses of teacher attrition by

Simkins (CDE, 2015c) and Gustafsson (2015) yielded different conclusions about nett attrition, both figures put nett teacher attrition in South Africa below the 5% level, which the United Nations Educational, Scientific and Cultural Organisation (UNESCO) considers a low rate of attrition. However, Gustafsson’s research (2015) indicates that the rate of attrition is increasing and is highest for teachers around the age of 55, which he suggests is due to early retirement.

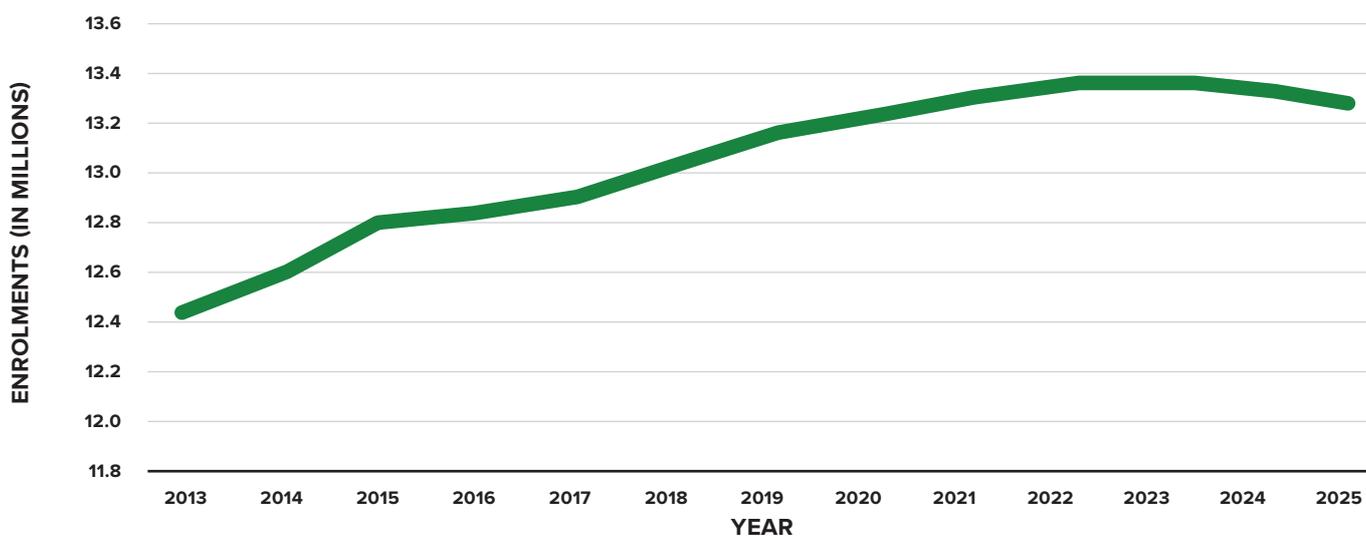
There is considerable ‘churning’ in the teaching force as teachers continually move in and out of the system. Many qualified teachers leave and fewer return. A large proportion of newly qualified teachers are, in fact, older teachers in schools who have upgraded their qualifications. Simkins (2015: 37) found that more qualified teachers were leaving than returning, so despite

NTGs being added each year, the system is like a leaky bucket with a net drain of qualified teachers. Gustafsson (2015), using a different database (PERSAL), found that more qualified teachers were joining rather than leaving, but that a cause for concern was that over time number of qualified ‘joiners’ was decreasing relative to the qualified ‘leavers’ over time, and the number of younger qualified joiners was decreasing (Gustafsson, 2015: 5).

2.1.9 DEMAND FOR TEACHERS

A challenge for the supply of teachers is an increasing demand from learner enrolment. Simkins (2015) identified an unexpected bulge in learner enrolment arising from an increase in births and forecast an increasing demand for teachers as this bulge moved through the schooling system.

FIGURE 3: PROJECTED R-12 ENROLMENTS



Recently this has been confirmed by Gustafsson (2018), who found a sharp rise in primary school enrolments since 2011. In 2018, the larger percentage of primary school enrolments, which peaked in 2017, has shifted to grade 8 (Gustafsson 2018:23-24).

Gustafsson (2015:) believes there are good reasons to be worried about the supply of new, young, qualified teachers in the future. He cites two reasons why the demand for teachers could

increase beyond Simkins’ projection: a significant the increase in grade R enrolments above what Simkins’ (2015) projected, and a lower learner drop-out rate and better learner success rate in schools than he used in his calculations (Simkins 2015: 7 and 18).

It is important to note that a sufficient supply of teachers overall does not translate into a match with the demand for teachers at different phase

levels and in all subjects. The CDE (2015) report indicates that by 2025 South Africa will need 3% fewer teachers in the lower primary grades, 13% more in the upper primary grades and 10% more in secondary school.

There are likely to be significant teacher shortages in key subjects: languages in all phases, mathematics in the intermediate and senior phases, mathematical literacy in the further education and training (FET) phase (CDE, 2015). However, most critically, it seems that far too few foundation phase (FP) teachers will be produced for this critical phase. All the indications are that the most acute shortage will be of African-language FP teachers (CDE, 2015; van Broekhuizen, 2015). Green et al. (2014: 18) found that only 701 of the FP ITE graduates produced by contact HEIs in 2012 were African language mother-tongue speakers. Van Broekhuizen (2015) states that the HE system is still not producing anywhere near enough African-language FP teachers and “is highly unlikely to start doing so any time in the near future” (van Broekhuizen 2015: 45), based on DHET’s own projections (Green et al., 2014: 14).

2.1.10 QUALITY OF ITE

The fact that the quality of ITE programmes in South Africa in general has been poor has been recognised by government (CHE, 2010) and independent research (CDE 2015; JET, 2014). The result is that most of the current teaching force has been inadequately educated and trained. Moreover, the teaching practice component of ITE programmes has been found to be the weakest area (CHE, 2010; JET, 2014). Research has shown that most South African teachers lack both subject content and pedagogical knowledge (CDE (2015). In addition, university education departments that train teachers have been described as too urban-centric, both in terms of location and curricula, and far removed from the deprivation and stark realities of majority of schools, especially in rural areas, which the new teachers will face in their classrooms (JET, 2014; Masinire, Maringe, & Nkambule, 2014).

This urban-centric focus results in two related phenomena which negatively affect the teaching profession. First, the pedagogy neglects the systemic issues facing the South African education system, including high rates of poverty among learners, rapid urbanisation, child-headed households and absent/deceased parents, learning through a second language, and others. Second, many teachers find that themselves in initial placements in rural and peri-urban environments for which they are both theoretically and practically unprepared during their ITE. This is in direct contrast to best-practice environments, such as Japan, where initial teacher education requires a stint of student teaching ideally in the primary or secondary school the student attended, the rationale being that the first tentative steps in moving from student to teacher should occur in a deeply familiar environment (JET, 2014).

It is important to stress that a qualified teacher is not necessarily a good teacher. As van Broekhuizen (2015) notes: “Unfortunately, it is not only the case that very few ITE students ultimately graduate with ITE qualifications in South Africa, but also that very few ITE graduates leave university with the kinds of competencies that would make them quality, rather than simply qualified, teachers (van Broekhuizen, 2015:81)”. The result of poor quality ITE is that the task of inducting NQTs becomes even more important and challenging in order to improve the effectiveness of their teaching.

Given the challenges of increasing the supply of teachers to match the rising learner enrolment in schools, the predicted decrease in Funza Lushaka bursaries for student teachers, the mismatch between the ITE curricula and realities of most schools, the late entry of NQTs into schools and their declining absorption rate, and the increasing teacher attrition rate as the bulk of the teachers reach retirement, teacher induction is seen as an important means of improving teacher quality, reducing teacher attrition and assisting with the effective transition between theory and practice.

Moreover, as discussed below, government and all key education stakeholders are committed to the professionalisation of teachers, in which teacher induction has a critical role to play.

While induction is not a magic bullet that can solve all the quantity and quality challenges concerning teachers in South Africa, the international research has shown that effective induction is able to address many of them (Ingersoll and Strong, 2011; New Teacher Center, 2007).

2.2 GOVERNMENT INITIATIVES

The policy context of teacher induction is complex, with multiple government departments, statutory bodies and stakeholder groups involved, and many pieces of legislation. A brief overview of the different role-players and recent developments that will affect teacher induction is provided in this section.

2.2.1 NATIONAL DEPARTMENTS OF EDUCATION

The importance of teacher induction in South Africa has been officially recognised at the national level since 2005. The national education departments have shown their commitment to improving teacher supply and development in South Africa through a number of policies and plans.

In 2009 the original national Department of Education (DoE) was split into two national departments, the DBE and the DHET. As a result, since 2009 teacher policy development and implementation have been split across these two departments. The DBE deals with all schools from Grade R to Grade 12, including adult literacy programmes, and is responsible for ensuring an adequate supply of quality teachers. The aim of the DBE is to develop, maintain and support a South African school education system for the 21st century. It is the ultimate employer of teachers serving in public schools except those paid for by school governing bodies. The DHET is responsible

for post-school education and training in universities, colleges and adult education centres. This includes teaching qualifications in the form of a four-year Bachelor of Education (B Ed) or a three-year undergraduate degree and a one-year Post-Graduate Certificate of Education (PGCE). In short, while student teachers are studying towards their teaching qualification, DHET is the department that determines the nature of and requirements for the B Ed and PGCE, but when they start teaching in schools and become employees, they are governed by the legislation, regulations and policy of DBE.

The need for teacher induction was raised in South Africa in 2005, when the Ministerial Committee on Teacher Education issued its report, *A National Framework for Teacher Education in South Africa* (DoE, 2005a). The subsequent Department of Education (DoE) report, *Teachers for the Future: Meeting Teacher Shortages to Achieve Education for All* (DoE, 2005b) expressed concerns about the quality of initial teacher education (ITE), ongoing teacher professional development and teacher induction. This report stated that “every new teacher should be required to participate in a formal induction and/or mentoring programme for at least two years” (DoE, 2005b, p.14).

This was followed in 2009 (DBE & DHET, 2009) by the Integrated Strategic Planning Framework for Teacher Education and Development, 2011-2025 (ISPFTED), which called for comprehensive teacher induction programmes which include mentoring. Teacher induction was seen as a means of stabilising the profession through reducing attrition and increasing teachers’ knowledge and understanding of their subject matter and pedagogy, so that they could become competent professionals at their work.

In 2015 DHET made an important contribution to the improvement of teacher development through implementing new minimum requirements for ITE programmes. The “Revised Policy on the Minimum Requirements for Teacher Education Qualifications

(MRTEQ)” is based on the 2011 MRTEQ policy and is designed to strengthen ITE programmes, particularly the teaching practice of student teachers (DHET, 2015).

The MRTEQ provides a basis for the construction of core curricula for Initial Teacher Education (ITE), as well as for Continuing Professional Development (CPD) Programmes that accredited institutions must use in order to develop programmes leading to teacher education qualifications (DHET, 2015: 8).

In Appendix 2 of MRTEQ (2015) the 11 Basic Competencies of a Beginner Teacher are outlined. These could be useful for what a new teacher should know and be able to do after induction. These can be found in APPENDIX 3 of this document.

Whether ITE programmes meet the requirements of MRTEQ is determined by the Council on Higher Education (CHE), which is an independent statutory body established by the Higher Education Act, no. 101 of 1997. CHE is the Quality Council for Higher Education that advises the Minister of Higher Education and Training on all higher education issues and is responsible for quality assurance and promotion through the Higher Education Quality Committee (HEQC).

Another initiative of the DHET is the Primary Teacher Education Project (PrimTEd), which is a national project working with all 24 universities which offer ITE for prospective primary school teachers. The aim is to radically restructure the theory and practice components of the language and mathematics curricula for prospective primary school teachers. It is led by the DHET, with the participation of the Department of Basic Education (DBE), and managed by JET Education Services. Financial support is provided by the European Union and the Zenex Foundation.

The work of PrimTEd is structured around seven working groups (WGs), including in EFAL and African languages, with a special focus on reading, mathematics and assessment. Importantly for induction, PrimTEd also includes a focus on work-integrated learning (WIL, or practice teaching). All 24 universities are represented on at least one of the WGs. Wide participation is a key principle of the project, and national seminars and conferences throughout the life of the project will consolidate the advocacy and capacity building components of the programme. At the policy level, the intention is that DHET will promulgate the standards developed by PrimTEd as policy, which will require all universities to incorporate them into their BEd curricula.

The commitment of the DBE to the professionalism of teachers is clear in its *Basic Education Action Plan to 2019: Towards the Realisation of Schooling 2030* (2015): goal 16 aims to “improve the professionalism, teaching skills, subject knowledge and computer literacy of teachers throughout their entire careers” (DBE, 2015: 3). In October 2017 the DBE published and disseminated orientation guidelines, *New Teacher Induction: Guidelines for the Orientation Programme*, which are currently being implemented in schools. The orientation booklet guides districts and schools on the critical information that every new teacher, school manager and leader will need to start off in a new post. The DBE has indicated that it envisages a comprehensive induction process composed of two distinct stages: orientation – a shorter information-sharing process of ensuring that new teachers know and have all the critical information to do their work effectively; and induction and mentoring – a year-long learning period with support for new teachers, which should include professional, emotional/social and administrative/operational support.

Two statutory bodies, the Education Labour Relations Council (ELRC) and the South African Council for Educators (SACE), which report to the Minister of Basic Education, have been accorded roles and responsibilities that also affect teachers in schools.

The ELRC is the education bargaining council for the education sector. It is composed of the DBE as the employer and the admitted teacher unions. To the extent that teacher induction may influence the conditions of employment of educators, the ELRC is likely to be involved in discussions on teacher induction. Other groups representing employers of teachers, such as school governing body associations and independent school associations, would be also have an interest in the requirements of teacher induction.

The role of SACE is central to teacher induction in South Africa and is discussed below.

2.2.2 SOUTH AFRICAN COUNCIL FOR EDUCATORS

It is noteworthy that at the highest level of the country, the importance of teacher education and professional development is endorsed by the 2012 National Development Plan (NDP), which focuses on teaching becoming a highly-valued profession, with the South African Council for Educators (SACE) playing a greater role in the promotion of professional standards in the professional certification of teachers.⁴ Action 58 of the NDP (2012: 67) states:

Investigate introducing professional certification. Newly qualified teachers would need to demonstrate certain competencies before they are employed in schools, and after that they would be offered preliminary or probationary certification, to be finalised based on demonstrated competence. The professional certification of all teachers would need to be renewed periodically (NDP, 2012: 67).

SACE is the statutory professional council for educators, which is mandated to enhance the status of the teaching profession through provision of the registration of educators,⁵ promotion of the professional development of educators,⁶ management of a system for the promotion of continuing professional development⁷ and inculcation of a Code of Ethics for all educators.⁸ SACE was established in terms of the SACE Act (no. 31 of 2000) as amended by the Basic Education Laws Amendment Act (BELA) no. 15 of 2011.

The amendment strengthened SACE's role in continuing professional teacher development (CPTD),⁹ from promoting in-service professional development (SACE Act, no 31 of 2000, Section 5 (b) (iv) to “[managing] a system for the promotion of the continuing professional development of all educators”.

The SACE Act mandates the Council to set and maintain the ethical and professional standards and advise the Minister on standards for entry into all levels of the teaching profession. In terms of its mandate SACE has established a registration process for educators, a code of professional ethics and a CPTD management system. Through an inclusive multi-stakeholder process, SACE has recently developed a draft set of Professional Teaching Standards (PTS) and has published them on its website (www.sace.org.za) for comment. It is also undertaking a process of intensive consultation with 98 different stakeholder groups around the country in order to refine the draft PTS and ensure wide acceptance by stakeholders as well as understanding of the standards. The 10 PTS describe the pedagogical and other professional knowledge, skills and conduct that characterise good teaching, which research shows supports learning gains. The rollout and implementation of the SACE standards will be

4 The role of SACE in this regard is mandated in Section 2c of the SACE Act 31 of 2000, as amended.

5 Section 2 (a) of the SACE Act of 2000, as amended.

6 Section 2 (b) of the SACE Act of 2000, as amended.

7 Section 5 (b) (iv) of the SACE Act of 2000, as amended.

8 Section 2 (c) of the SACE Act of 2000, as amended.

9 As defined in the National Policy Framework on Teacher Education Development in South Africa (NPFTED), 2007, pg 10

finalised by SACE, but it is likely to focus on NQTs and then be phased in for practising teachers.

The development of the draft PTS is a crucial step in the process of teacher professionalisation. SACE defines teacher professionalisation as: “the process of improving the status and standing of teaching, and includes four key professionalising processes of (i) initial teacher training (ITE), (ii) induction, (iii) registration of teachers, (iv) continuing professional development (CPD), and evaluation of teacher performance (HRDC, 2014: 21)”. The PTS can be the guiding star of this continuum of teacher preparation and development by enabling closer alignment between ITE, teaching in schools and CPTD in line with the standards.

SACE is also in the process of seeking recognition status as a professional body. It needs to fulfil various requirements and intends to submit its application to South African Qualifications Authority (SAQA) for registration of its professional designations on the National Qualifications Framework (NQF) by February 2019. A professional designation is “a title or status conferred by a professional body in recognition of a person’s expertise and/or right to practice in an occupational field (SAQA, 2018: 4)”. Retention of the status is dependent upon compliance with the stated requirements of the professional body concerned (NQF Act, 2008: 44).

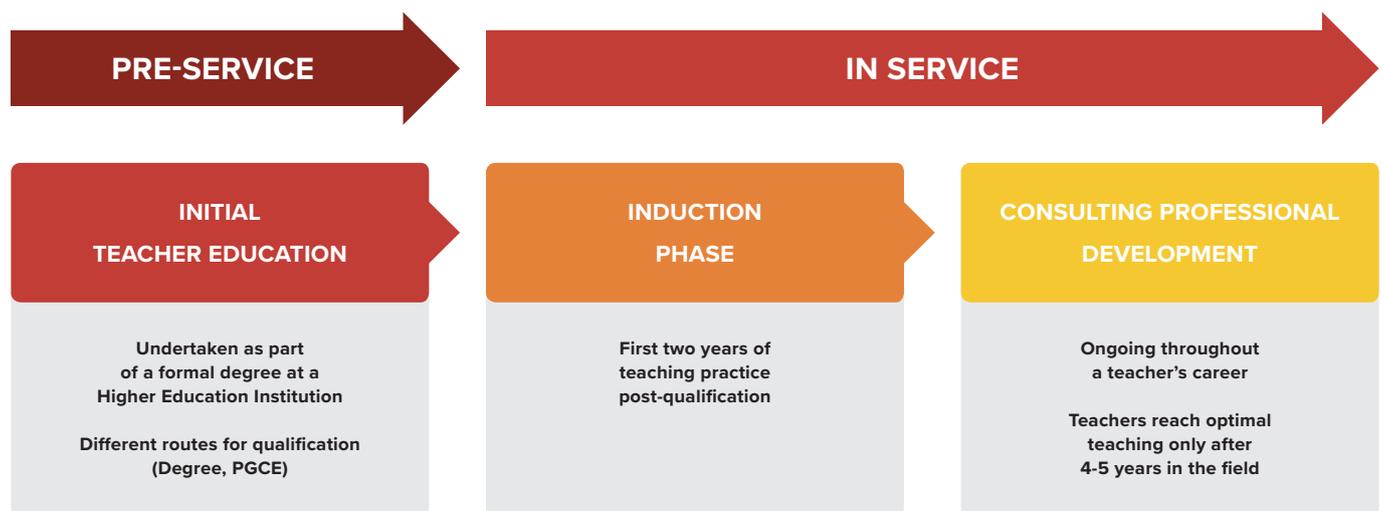
SACE has outlined a proposed teacher professionalisation path on its website. This comprises nine stages:

- 1.** Recruitment (Criteria for recruitment and selection into ITE).
- 2.** ITE Programmes (Provisional registration of student teachers, in line with the PTS, from the first year of study).
- 3.** Final student year and NQT provisional registration with SACE
- 4.** Beginner teacher (Induction programme in probation period)
- 5.** Submission by NQT of electronic Professional Development Portfolio [NQTs submit an online Professional Development Portfolio (PDP) to SACE for assessment prior to full admission into the teaching profession]
- 6.** Review of the electronic NQT PDP (Development of the induction programme and its alignment to the PTS will form part of the NQT PDP which will be submitted electronically to SACE)
- 7.** Professional teacher (Full registration with SACE and professional certification through the awarding of professional designation)
- 8.** CPTD (Teachers then participate in the three-year CPTD system cycle and earn a minimum of 150 Professional Development points).
- 9.** Periodic Renewal of Registration (Full SACE registration status retained) (SACE. <https://www.sace.org.za/pages/teacher-professionalisation-faqs>).

3. PURPOSE OF TEACHER INDUCTION

INDUCTION IS ONE OF THREE STAGES OF TEACHER DEVELOPMENT: INITIAL TEACHER EDUCATION (ITE), WHICH TAKES PLACE AT HEIS, SUCH AS UNIVERSITIES; AN INDUCTION OR PROBATIONARY PHASE WHICH TYPICALLY COVERS THE FIRST TWO YEARS OF NEW TEACHER'S TEACHING IN A SCHOOL; AND CONTINUING PROFESSIONAL DEVELOPMENT, WHICH CONTINUES THROUGHOUT THE REMAINDER OF THE EDUCATOR'S CAREER (CDE, 2016).

FIGURE 4: STAGES OF TEACHER DEVELOPMENT



The purposes of teacher induction can be viewed from two perspectives: those that relate to the needs of a schooling system, and those that address the needs of the NQTs.

The quality of teachers is first among the factors that contribute to the quality and effectiveness of any education system (Cooper & Alvarado, 2006; New Teacher Center, 2007), and good teachers are the greatest drivers of national development (Cooper & Alvarado, 2006). However, good

teachers do not emerge in a vacuum. Newly qualified teachers (NQTs) tend to be overloaded and underperform compared to more experienced colleagues (CDE, 2016). They have to be nurtured deliberately on a path that takes NQTs as beginners to competent professionals. Worldwide, however, NQTs are typically thrust into challenging and relatively unsupported environments, where they have to confront the realities of educating young learners and many challenges (Cooper & Alvarado, 2006; R. S. Katz, 2010; Tahir et al., 2014).

If NQTs flounder, the learners do not obtain the teaching and learning opportunities that enable them to achieve learning gains, and the young teachers often resign after a few years, with significant consequences for the whole education system. As pointed out in the CDE report (2016) on teacher induction, “From Newly Qualified Teacher to Competent Professional”, poor teacher retention results not only in cycles of poor performance, but also in the significant loss of the state’s investment in schooling the individual, as well as the lost quality of education in the interim years necessary for a replacement to reach full potential. The cycle of incoming NQTs who do not reach their full potential results in a knock-on effect of the loss of quality education has on learning outcomes for the subsequent generation.

3.1 NEEDS OF THE SCHOOLING SYSTEM

Induction programmes have been introduced by governments in various contexts to support NQTs by bridging gaps between academic theory and practice, in order to overcome some of the challenges outlined by research into the motivations and attitudes of NQTs. Induction programmes can be effective tools which fill gaps in knowledge, offer an orientation and adjustment support to the education system and school staffroom culture, provide and model continuous professional development, and ultimately retain and develop NQTs into competent teachers (CDE, 2016). The decision to invest in induction programmes for NQTs has a number of supporting rationales, related to human capital, economic efficiencies, improved learner results and professional development.



3.1.1 HUMAN CAPITAL RATIONALE

The OECD 2018 report *Effective Teacher Policies: Insights from PISA* found that one of the common elements of high-performing education systems was a mandatory and extended period of clinical practice as part of either pre-service education or an induction period. It follows that induction programmes can be both a formal introduction to, and a significant part of CPTD which develops the skills and capacities necessary for progress in the sector. Therefore, induction can be viewed as the development of human capital within the education sector, which can be leveraged for improved national outcomes in line with the strategic and developmental goals of the government, as laid out in the 2012 NDP. The extent to which the necessary human capital is developed throughout the course of schooling affects the extent of the investment necessary after schooling, which results in a trade-off between the quality of ITE and the length of time necessary for an induction period.

3.1.2 ECONOMIC EFFICIENCIES RATIONALE

This rationale is based on economic modelling which incorporates the realities of the teaching profession. NQTs at best enter the field equipped with a range of theoretical practice and very little practical experience; this translates into weaker classroom management and poorer learning outcomes for learners in the first five years of teaching. Therefore, there is an economic interest to the state and its systems in keeping teachers within the profession for as long as possible. Internationally, a significant proportion of the teaching force leaves the profession after only one or two years. This results in a cycle of poor performance in which a series of inexperienced teachers, who have not yet reached their full potential, educate successive cohorts of learners (CDE, 2016).

Induction programmes have been shown to be effective in improving teacher retention, particularly in the early parts of a teacher's career (Ronfeldt & McQueen, 2017). Effective induction has been shown to have positive effects on job satisfaction, commitment to teaching and teacher retention. In fact, in the US, evidence from large-scale studies on the topic suggested that 90% of inducted NQTs stayed on in their jobs for more than four years of teaching, compared to a 40% average overall; and that 78% of inducted teachers indicated interest in remaining in the same school, a proportion which drops to 38% among those who received no induction (Ingersoll & Strong, 2011; Cohen & Fuller, 2006). Induction which combines a number of supports and includes mentorship, training and collaboration with peers boost retention (Ronfeldt & McQueen, 2017; Smith and Ingersoll, 2004).

3.1.3 IMPROVED LEARNER ACHIEVEMENT

Poor teaching and poor learning outcomes at any level create an echo effect throughout the system, in which poor performance begets poor performance. Research has shown that learners in the classes of unsupported NQTs have lower levels of achievement than learners in the classes of experienced teachers (New Teacher Center, 2007; Strong, 2006). Therefore, the first few cohorts of learners to pass through the classroom of a new teacher are disadvantaged in their academic careers, as a result of the inefficiencies and/or ineffective teaching and classroom management strategies of unsupported NQTs. The system strives to provide equitable education to all learners; therefore, there is an implicit demand that the system adjust in whatever ways possible to eliminate the discrepancy in outcomes between the classes of NQTs and experienced teachers.

Induction has been proved to be effective in eliminating the achievement gap between classes of new and experienced teachers. NQTs who are supported through induction programmes demonstrate improved classroom management

practices and improved learning outcomes even in their first year of teaching, as compared to those who are not supported by induction programmes. In fact, learners in classes of NQTs who undergo rigorous induction programmes make similar progress to learners in classes of experienced teachers, in contrast to lower performance in classes led by teachers who were not inducted (New Teacher Center, 2007; Strong, 2006).

Induction is a critical necessity which will enable the state to fulfil its obligations with regard to equitable and quality education for all learners.

3.1.4 PROFESSIONAL SOCIALISATION RATIONALE

NQTs are moving into a new environment with less support and structure for professional learning, knowledge acquisition and development, and in this new environment much of the decision-making and responsibility is left to the new teacher. This lack of support for personal, professional and social growth of new teachers can result in stress, anxiety and damage to personal identities (DBE, 2014; European Commission, 2010). A period of induction can mitigate feelings of inadequacy and create a network of support around new teachers, both within and between schools, which allows

them to integrate into their new environment more smoothly and with the additional support of colleagues and peers. The strongest models are those which are based on community responsibility for the NQT, as in the systems of Japan and China (Wong et al., 2005).

3.1.5 ENHANCING TEACHER PROFESSIONALISM

As a professional, an NQT must accept personal responsibility for their own development and growth. To truly professionalise the teaching force, there must be a recognition on the part of the system, as well as the NQT, that teachers are engaged in a learning profession and need continuous upskilling. The upskilling necessary to translate the theory and teaching practice of higher education into structured and effective independent practice require a period of supported induction to provide orientation into the profession as well as guidance in transitioning from student to teacher. While a qualification is important, a qualification is not enough, because teachers need to be able to learn from school-based experience, experts, peers and self-reflection in order to build the skills necessary for professional practice, professional knowledge and professional relationships. Overall, well-designed and effectively implemented teacher induction programmes have proven to be successful in mitigating the challenges typically faced by NQTs (CDE, 2016).



3.2 NEEDS OF NEWLY QUALIFIED TEACHERS

An induction period seeks to address some of the challenges associated with the entry of NQTs into the field. These challenges include the following:

- Many NQTs are not just **entering the teaching profession but are entering the workforce for the first time**. Therefore, a number of work skills and attributes are necessary which may not directly relate to the practices of teaching. These include personal aspects such as taking responsibility, as well as interpersonal aspects such as becoming a good colleague.
- NQTs need an **orientation to HR procedures and processes** related to the teaching field, such as the requirements around taking sick and/or annual leave, disciplinary procedures and labour laws.
- While NQTs will have obtained their teaching qualification, their university course may not have included an **orientation to the structures and processes within the education sector**, including the structure of the system from national to school level, the roles and responsibilities of district officials, registration with professional bodies, CPTD expectations, and individual and school level evaluations, such as IQMS and whole school evaluations.
- NQTs may have a theoretical understanding of PTS, teaching and pedagogy, but need support in understanding how these **apply to everyday teaching practice**, and, critically, in executing a sequence of lessons meaningfully which apply the theory they have learned. In other words, NQTs need support in learning pedagogic content knowledge and improve their content knowledge as it applies to the curriculum in practice.
- NQTs have developed **expectations** of teaching, schools and the schooling system which may not match the realities of teaching practice.
- NQTs struggle with **routine teaching practices** such as classroom management and lesson

planning, as well as differentiation in learning, and managing school stakeholders such as parents.

- NQTs need **support in terms of professional execution** of their duties.
- NQTs need support in **integrating into the institutional life and rhythm of a school**, and in working collaboratively with other teachers.

It must be noted that while NQTs are the primary target of this concept note, there are the two other groups of teachers who must be considered:

- *those who are qualified but have been inactive for a period of time, and*
- *foreign teachers who may or may not be experienced but are teaching within South Africa for the first time.*

According to the *National Guidelines for the Orientation Programme* (DBE 2016), the following persons are regarded as new teachers who are targeted for orientation:

- a) graduates who have completed their professional qualifications (at REQV 14) at higher education institutions
- b) and who will be appointed at a South African public school for the first time; or
- c) foreign teachers who are new to the profession; or
- d) foreign teachers who have served as teachers in their country of origin; or
- e) South Africans who have obtained their teaching qualifications in other countries; or
- f) teachers who are returning to the profession after not having taught for five years or more.

For the purposes of this concept document, the NQTs will be taken as the focus group. However, it should be noted that Simkins, in costing induction for the CDE induction report (2016), has included both NQTs and foreign teachers, developing the acronym, NQTF.

4. INTERNATIONAL RESEARCH ON TEACHER INDUCTION

AN EXTENSIVE LITERATURE REVIEW WAS UNDERTAKEN BY CDE FOR ITS REPORT ON TEACHER INDUCTION. THEIR RESEARCHERS NOTED THAT MUCH OF THE LITERATURE ON INDUCTION IS WRITTEN FROM A UNITED STATES (US) AND EUROPEAN PERSPECTIVE AND RARELY REFLECTS INDUCTION PROCESSES FOR BRINGING NQTS INTO SCHOOLING SYSTEMS IN OTHER COUNTRIES (WONG, BRITTON, & GANSER, 2005).

However, in recent years a small but growing body of literature has developed around teacher induction in a wider range of countries, particularly those in the East. In addition, the JET research team was able to access new information on teacher induction in a few African countries for this concept note, and these are included below with two developed country models.

4.1 FRAMEWORKS FOR TEACHER INDUCTION IN DEVELOPED COUNTRIES

The JET research team identified two useful sources on approaches to teacher induction from the foundation of the National Education Association (2016), the largest teacher union in the United States of America (US), and the European Commission (2010), which provide insights for South Africa's teacher induction framework.

4.1.1 NATIONAL EDUCATION ASSOCIATION, UNITED STATES OF AMERICA

The National Education Association (NEA) Foundation in California County Superintendents Educational Services Association (CCSESA) (2016) lists three categories of induction models outlined

by Sweeny (2008), which vary in intensity and incorporation of program components:

1. A **Basic Orientation Model** which introduces teachers to general district procedures, policies, and responsibilities. The programme may consist of a series of professional development activities, including the assignment of a mentor. Mentors may give occasional advice but are not actively involved in modelling instructional practice.
2. An **Instructional Practice Model** which links induction with local and state standards for teaching, using skilled mentors to help bridge the gap between theory and practice for new teachers. Induction may last two or more years and offers teachers continued opportunities for in-depth learning.
3. A **School Transformational Model** is relatively uncommon. This model weaves attributes of both the orientation and instructional practice models into a system promoting continuous improvement in student learning. It engages new teachers in school reform and connects their professional growth to student learning goals. This model views teachers as a community of learners and enables faculty to

work collaboratively in all aspects of their jobs (Sweeny, 2008).

In reviewing research on teacher induction in developed and developing countries, CDE (2016) found that effective teacher induction programmes typically use **growth** models to focus on three criteria: effective teaching (ensuring NQTs understand what ‘effective’ teaching is and means); professional development (movement through a developmental cycle, such as from novice to competent practitioner to expert professional); and teaching development (growing the pedagogic understanding of teachers through developmental stages).

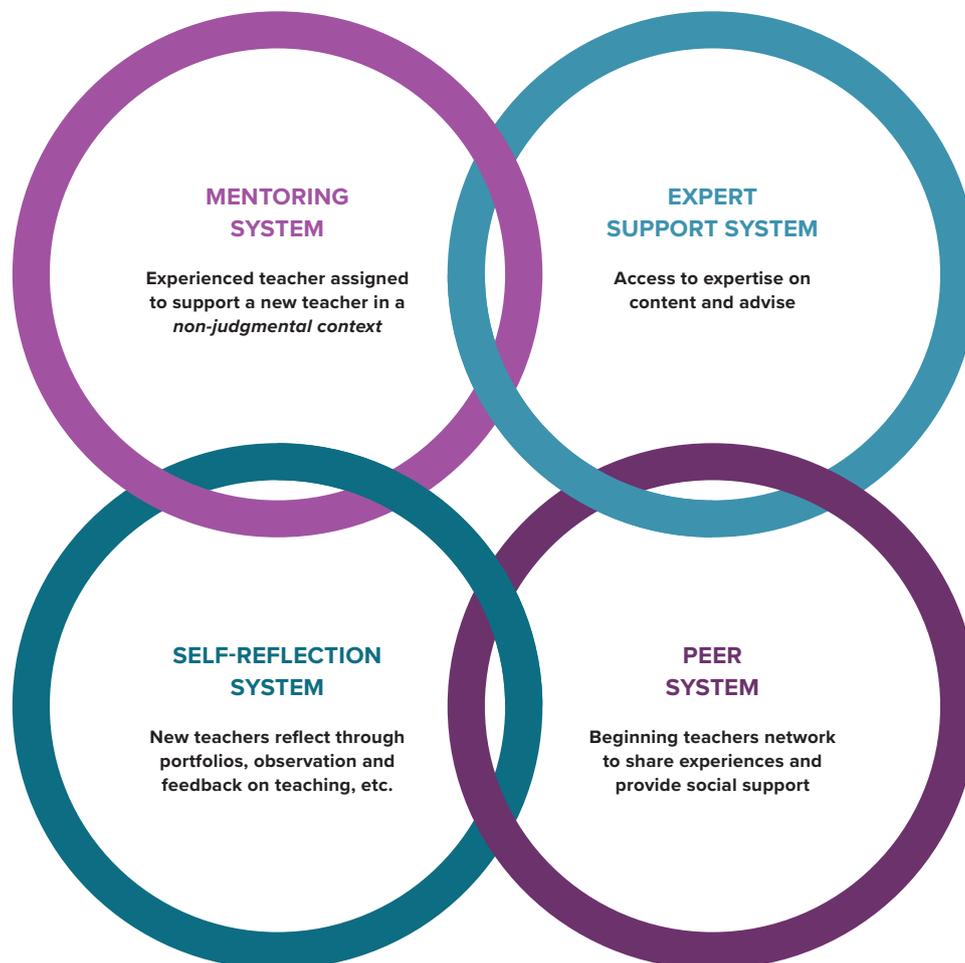
4.1.2 EUROPEAN COMMISSION

The European Commission (2010) has provided a useful guidelines for teacher induction programmes, comprising three types of

support for new teachers: personal, social and professional. Personal support refers to the needs of the individual teacher in order to “develop an identity as a teacher” and to deal with problematic situations which arise, for example, the discrepancies between expectations of what being a teacher would be like and reality on the ground. Social support involves a facilitated integration into the school culture, in order to foster a sense of belonging in the teaching environment. Professional support assists with developing the competencies and skills necessary for teaching, such as improved pedagogical and content knowledge.

The European Commission further identifies four interlocking systems which can support new teachers with regard to all three identified areas: Mentor support, Expert support, Peer support and Self-reflection.

FIGURE 6: INTERLOCKING SUPPORT SYSTEMS FOR NEW TEACHERS (ADAPTED FROM THE EUROPEAN COMMISSION, 2010)



Mentor support systems are provided by assigned individuals who develop close relationships with the new teacher, in order to facilitate and guide the new teacher's professional development.

Expert support systems allow new teachers to tap into strong systemic knowledge of content, pedagogy and other topics available from structures such as district or provincial department offices, higher education institutions and/or approved courses offered by unions and/or NGOs.

Peer systems provide opportunities for new teachers to network with each other, in order to share experiences. This provides new teachers with an understanding of the commonality of their challenges, and to identify individual teachers, with whom to discuss issues they may not feel comfortable raising with officials, mentors or even peers.

Self-reflection systems are of paramount importance, particularly as they develop the capacities needed for continuing professional (and personal) development. Self-reflection systems can include observation and feedback sessions, completion of some types of assignments and/or portfolios of evidence.

The European Commission's model is appealing in that it provides a specified framework of interlocking systems, which are aligned to the findings of research around teacher induction, and, provide the necessary degree of operational flexibility to accommodate many of the stakeholders in the South African education space.

Additionally, the strength of interlocking support structures mitigates one of the risks to an induction programme in the South Africa, the shortage of confident and capable teachers to serve as mentors within the system. The interlocking support system mitigates such a risk by distributing the responsibility of teacher induction across multiple support networks, reducing the reliance on a single element.

However, there are some clear caveats which must be taken into account. First, in order for the interlocking systems to function optimally, the roles of the key players at different levels of the system need to be clearly specified and integrated into a coherent programme based on a shared understanding of the what a professional teacher should value, know and be able to do, as embodied in the draft PTS

Secondly, according to Stansbury and Zimmerman (2000), induction programme components can be classified as either high intensity or low intensity. High intensity activities improve teacher effectiveness, but require substantial funding and effort to develop. High intensity activities include selecting and training effective mentors; providing release time; examining evidence and developing reflective practice; and networking new teachers into reflective practice groups. Low intensity activities require little funding and address retention issues, but do not develop teacher effectiveness. Low intensity activities include orienting new teachers, matching beginning and veteran teachers, adjusting working conditions, and promoting collegial collaboration.

The elements outlined by the European Commission are all high intensity systems, both in terms of effort and expense. The availability and commitment of adequate resources to such a teacher induction system is thus a key issue.

4.2 MODELS OF TEACHER INDUCTION IN DEVELOPING COUNTRIES

During the research for this concept note, a number of international models were investigated. It was found that there is a considerable variation between models of teacher induction. The types of induction programmes of various countries depend on a number of factors, including overarching policy aims, available resources, the status of teaching, and the length and nature of the ITE.

General trends show an inverse relationship between the rigour of ITE and the rigour of induction programmes, such that countries with strong initial teacher education require a shorter or less comprehensive induction.

Keuren et al. (2015) used TALIS data and three case studies in developing countries to better understand processes of teacher professionalisation, including induction. They found that overall the prevalence of induction programmes was falling, although Brazil¹⁰ and Mexico demonstrated the opposite trend, with prevalence increasing between 2008 and 2013 by 20% and 15% respectively. The case studies included Indonesia, Kenya and Morocco.

4.2.1 INDONESIA

Indonesia developed a set of teacher professional standards in 2005 covering four areas: pedagogic, personal, social and professional. These were used to define a certification process which was linked to financial incentives and enabled through contact as well as distance education. In 2010 induction was linked to the certification process as a probationary period for new teachers. The programme is managed by school principals, senior teachers and school supervisors, and evaluation is linked to the school's classroom assessment report. Crucially, the government made funding available for a professional development programme for school principals and school supervisors around induction. Continuing professional development for all teachers is conducted through working groups across schools¹¹, which meet periodically to undertake common tasks like curriculum and materials development and assessment design (Cheng et al., 2014, cited in Keuren et al, 2015).

4.2.2 KENYA

In Kenya in 2013, only 16% of teachers had more than a secondary education, a decrease from 50% in 1999 (SAQMEC data, 1999 and 2011). The official policy demands a minimum score of a D in mathematics and a C-¹² in English to practice even as a pre-service teacher; however owing to teacher shortages this is not implemented in practice. Teachers undertake a two-year probation period, after which the Teacher's Service Commission may confirm or terminate employment, or extend the probation period for one year. During this period support is provided by the principal (Dawo, 2011, cited in Keuren et al., 2015). There is a decreasing number of teachers who report participating in all types of in-service training, including induction; however, 80% of those participating in induction programmes indicate they were beneficial (Keuren et al, 2015).

In 2011, Ajowi et al. undertook a study of head teachers, heads of department and new teachers in three districts. They found that there was a lack of systematic induction processes for newly appointed teachers, and that new teachers received a bulk load of disorganized information in their first two days, after which they operated independently (Ajowi et al., 2011). A lack of consistency and comprehensive induction and in-service training is linked to a high degree of autonomy in the system, which has been decentralized since 1983 (de Grauwe et al., 2011).

4.2.3 MOROCCO

Trends from 1999 to 2013 in Morocco indicate an increase in the rigour of pre-service teacher education, linked to the articulation of clear teacher certification and qualification standards. In 2011 pre-service education was restructured to include three years of higher education study,

¹⁰ Brazil was the only one of the BRICS included in the study.

¹¹ Working groups are equivalent to South African professional learning communities (PLCs) in structure.

¹² A 'D' indicates a minimum pass, the equivalent of a score of 30% in South Africa, while a C- is just above a D, an equivalent score of 40%.

resulting in a degree, and one year of follow-up in a Regional Teacher Training Centre (CRMEF). In order to complete training, teachers must meet a minimum standard in a set of competency guidelines. According to the TIMSS 2015 Encyclopedia:¹³

Regional training centers for the education profession, established in 2013, provide full time courses and a practicum leading to a professional graduate certificate in education. In order to be admitted to one of these teacher colleges, applicants must hold a bachelor's degree in the arts or sciences, pass an entrance examination, and participate in a background interview. Teacher education at the colleges consists of a practice-based, one year course for teachers, which includes a practicum and supervised class observations intended to provide hands-on experience in teaching.

Teacher education is divided generally into two major areas:

- Foundational knowledge of specific issues related to the philosophy of education, education psychology, and the sociology of education*
- Methodologies for teaching different content areas*

Upon completion of the training course, teacher trainees are appointed to primary, lower secondary, or upper secondary schools (TIMSS 2015 Encyclopedia).

Once in service, teachers in Morocco participate in continuing professional development including blended and/or distance learning components. There is no data available on a clear induction programme after the two-stage initial training, but the second stage incorporates a lot of the

components of induction. However, it does not include a school-level orientation or mentorship.

Robinson and Taylor (2018) found that in general there is little evidence of the presence of induction programmes in SSA countries. However, as part of a review of ITE in four African countries, Robinson and Taylor (2018) identified the specific conditions for optimising the success of teacher induction programmes to be:

- 1. A strong and supportive instructional leader.*
- 2. Evidence-based instruction that is aligned with the vision and goals of the programme.*
- 3. A positive instructional community climate and culture.*
- 4. Instructional staff who are committed to continuously improving their instruction and student outcomes.*
- 5. A high degree of professional collaboration among teachers focused around sharing and improving instructional practices.*
- 6. An expectation to participate in professional learning.*
- 7. Use of data and evidence for programme improvement and instruction.*
- 8. The presence of experienced teachers who are interested in serving as mentors.*
- 9. Release time and other incentives for professional learning, planning, mentoring, conferencing and classroom observation.*
- 10. Leadership at the Organisation al level that provides a systemic and comprehensive support structure for ongoing professional learning for teachers.*

These enabling conditions pose significant challenges for South Africa, and indeed, many other countries.

¹³ <http://timssandpirls.bc.edu/timss2015/encyclopedia/countries/morocco/teachers-teacher-education-and-professional-development/>

4.3 FEATURES OF EFFECTIVE TEACHER INDUCTION PROGRAMMES

Regardless of locality or discipline, Moskowitz and Stephens (1996) argue that successful teacher induction programs, have six characteristics in common:

1. New teachers are viewed as professionals on a continuum, with increasing levels of experience and responsibility and that novice teachers are not expected to perform the same job as veteran teachers without significant support;
2. New teachers are nurtured, including maximum interaction with other teachers;
3. Teacher induction is a purposive and valued activity;
4. Schools possess a culture of shared responsibility and support such that most staff members contribute to the development of the new teacher;
5. Assessment is downplayed; and
6. Political, financial, and time commitments are sought from relevant authorities.

In a review of five countries with effective teacher induction (as measured by a low level of NQT attrition and a high level of NQT job satisfaction), Wong, Britton and Ganser (2005) found they shared a number of common elements, including competitive entry to the profession, a shared responsibility for NQT success, a highly structured and monitored programme which involved a range of stakeholders, the use of a growth model for professional learning, the use of collaborative action research and high degrees of peer support within schools and between experienced teachers and groups of NQTs.

The CDE (2016) found the provision of seminars and classroom demonstrations to be the least effective measure in reducing NQT turnover, unless they were combined with other components or supports, while the most effective programmes combined mentorship

with collaboration and partnerships. Supportive principals and workshops, where new teachers can learn and exchange information in groups, and critical reflection sessions with mentors were also found to be effective strategies (CDE, 2016).

While induction programmes vary in length, the general consensus in international research is that a period of two years is sufficient to significantly improve NQT retention, job satisfaction and performance. However, where ITE includes a year of practical classroom experience within the ITE programme (for example, ITE in the Netherlands and Zimbabwe), a less rigorous induction programme is required (CDE, 2016).

One final component necessary for an effective induction programme was noted by JET (2014), namely the need for continuous monitoring and evaluation of the induction programme, supported by policies which allow continuous improvement in the induction programme and ensure articulation with national and school level developments.

4.3.1 ORIENTATION

It is necessary to orient newly qualified teachers to different aspects of teaching. Broadly, these aspects can be categorised into three levels: orientation to the profession of teaching, orientation to the education system, and orientation to the workplace.

These are reflected in the DBE's Orientation Guidelines (2016) that were implemented in 2017 by the PEDs. The orientation programme is positioned as "intensive support and assistance to enable [new teachers] to acclimatise to the new working environment" (2016: 1).

The stated goals of orientation are to:

- integrate newly-appointed teachers into the new school and the profession;
- acquaint such teachers with their new roles and responsibilities in the shortest time

possible in order to minimise disruptions at the school;

- build the confidence of such teachers; and
- ensure learning and teaching effectiveness and productivity.

The point is made that “investing time in the orientation of new teachers will help to clarify their professional expectations and convey the message that they work in an organisation that values individuals (DBE, 2016: 2)”.

The Guidelines consist of a number of components relevant to new teachers: an overview of the South African schooling system, together with a list of relevant policy documents; the roles and responsibilities of key officials for school-based orientation; and recommended orientation topics. The topics include: school safety; communication; school attendance procedures and processes; inclusive education and medical support; school resources and the procedures and policies governing their use; curriculum and policy documents; classroom management; professionalism; and an agenda for a two-day orientation workshop.

In discussing professionalism, the Orientation Guidelines state that “teaching is a profession and, like all professions, it has particular mores and a particular code of ethics (DBE, 2016:10)”. So that new teachers understand the concept of teaching as a profession, a list of topics is provided to assist them which includes the process of professional registration and the Code of Professional Ethics of the SACE, as well as other topics, such as the correct arrival and departure times, dress code and procedures for leaving during school hours, CPTD expectations and principles of phase and grade teaching, PLCs and principles of instructional management and leadership (DBE, 2016:10).

4.3.1.1 The Role of the Principal in Orientation

The new teacher Orientation Guidelines (DBE, 2016) outline the roles and responsibilities of the

school management team (SMT), and the principal, who is seen as the primary actor in school-level teacher orientation. The primary role of the school principal is to create a culture of learning in the school, and enabling learning for all members of the school, from learners to teachers. In the case of new teachers, this includes the principal facilitating an introduction and welcome to the school and providing an on-site orientation on relevant policies, implementation procedures and available resources.

In addition, principals are responsible for responsible scheduling of new teachers, which includes ensuring they are assigned to subject/grades for which they are qualified; ensuring reasonable classroom placements with an equitable distribution of behavioural and learning difficulties across the grade which optimise the new teacher’s chances of success; and protect new teachers’ time by limiting extra duties and responsibilities (DBE, 2016).

The principal is also responsible for ensuring a positive teaching and learning culture in the school and maintaining a disciplined school environment. To this end the principal must ensure the new teacher has an understanding of the expectations of the school, as well as setting high expectations for teaching and learning which are communicated to all staff. To facilitate the new teacher’s integration into the school, the principal should assign in-school mentors to new teachers, if these individuals are not assigned elsewhere (DBE, 2016).

The principal carries the administrative burden of provincial and district paperwork, and ensuring the necessary resources and supplies are available for the new teacher.

The Orientation Guidelines (2016), therefore touch on various levels of the system, with a primary focus on the school level, but inclusion of the broader context of both the system and teaching as a profession. Officials and employees of the system are encouraged to take the orientation guide as a base and to include additional components.

4.3.2 MENTORSHIP

Mentorship is crucial to successful induction, providing the single strongest influence on job satisfaction and retention. Mentors should be senior and experienced staff in the school who have both the required subject knowledge and appropriate attitudes/personal attributes (CDE, 2016).

Mentorship from experienced educators in the same subject field, engaging in collaborative activities, a reduced teaching load, receiving extra classroom assistance, and formal assessments for new teachers in the first two years of training have been identified as highly impactful induction strategies (Kapadia et al., 2007; Smith & Ingersoll, 2004). Mentors must have a clearly-defined role which includes a designated amount of time per week spent together; CDE (2016) research estimated this at 115 hours per year.

The people that JET interviewed for concept note saw the most important role of the mentor as a consultative partner in the NQT's experience. The mentor must clearly understand that their role is not to evaluate or judge the new teacher, but to guide the process of self-reflection necessary for personal and professional growth. Mentors should be patient and enjoy teaching; have an understanding of the unique needs of adult learners, foreign teachers and newly-qualified teachers; have a deep understanding of the education system, the PTS and how they translate into practice, and the school's policies and procedures; as well as have the skills to undertake observation, feedback and meaningful conversations.

While the primary role of the mentor is to support school and professional integration of the NQT, the mentor should also have a strong knowledge of the content the new teacher will be teaching, in order to aid in professional teaching and pedagogy. The quality of the mentor is of paramount importance. As noted by the European Commission Handbook on Induction (2010):

Mentors must be selected according to rigorous criteria; seniority and hierarchical criteria are less important than qualities such as inter-personal skills, communication and knowledge about the learning of (beginning) teachers...Special mentor training programmes are necessary and can be offered, for example, by teacher education institutes. This will lead to benefits not only for beginning teachers, but also for mentors themselves.

In order to ensure an appropriate and beneficial mentor-mentee partnership, mentors will have to undergo training. According to JET (2016) research, mentor training programmes should include “adult development and learning practices and approaches, supervision and conferencing skills as well as communication and relationship building skills (2016: 44)”.

External expertise can also be used to provide quality training and increase the skills in the sector. As found in the research of the CDE (2016), as well as small-scale studies (Bridge, 2017, Mukeredzi, Mthiyane and Bertram, 2015; Robinson, 2004; Robinson, 2001), some models rely on external trained mentors from HEIs or NGOs. These mentors have specific roles which relate to particular functions and expertise, such as content knowledge, inclusive education, classroom pedagogy, school familiarity and/or contextual orientation.

4.3.2.1 Mentor incentives

Incentives for the time, effort and expertise that mentors provide are important if the goal of assisting novice teachers is to be achieved. Bey & Holmes (1992) outline the following potential incentives:

- Mentors are allowed time off during working hours so that they can meet and observe their mentees without it affecting their normal duties.

- Mentors should be provided with an additional stipend, a promotion, or even funds for classroom resources.
- Mentors are provided with professional development opportunities in the form of study assistance or funding for workshops or seminars.
- Mentors are provided with public recognition.
- Mentors are provided with incentives for new job titles or opportunities to participate in other aspects of teacher education.

Some of these may be equated to the removal of disincentives; for example, if mentors are given time off during working hours to attend to mentoring, this reduces or eliminates the disincentive of increased workload for mentors.

4.3.2.2 Negative literature about mentorship

While the majority of studies regarding mentorship display positive results, a number of cautionary voices have been raised regarding the practice of mentorship in school environments. Some studies have shown that mentors can reward or require conformity to their own style and values, dominate conversations and impose on student teachers (Sundli, 2007); that mentors may fail adequately direct learning of the mentee (Hagger & McIntyre, 2006, cited in JET, 2014); and that mentors have poor mentorship skills (Keogh et al, 2006, cited in JET, 2014). Sundli (2007) in particular warns that without proper critical reflection on the practice of mentoring, “it may turn out to be an obstacle to reflective professional teaching rather than an enhancement” (2007:213).

These studies highlight the necessity of positioning the new teacher as an asset to the school and a peer practitioner, and the need for quality mentor training. If the mentoring component of the induction programme assumes a condescending tone or roots itself in evaluation, the desirable effects of a mentorship programme may be lost.

4.3.3 PORTFOLIOS OF EVIDENCE

While there is some overlap in the usage of the terms Professional Development Profile (PDP) and Portfolio of Evidence (POE), a professional development profile is different to a portfolio of evidence in that a PDP is linked to a set of professional standards or professional expectations, while a POE is typically linked to a set of expected learning outcomes. In considering teacher induction as part of a continuum of continuing professional development, submissions to be included in a professional development profile would be more aligned to the purpose of induction as linked to post-qualification continuous professional development.

A professional development profile (PDP) is used to describe a range of activities, including “an online self-evaluation system” (Education and Training Foundation, 2017); an essential document by which achievement is recorded against professional standards (Institute of Education, University of Worcester); an opportunity to reflect on continuing professional development (HPSET, 2017); and a record of professional development activities attended (Nova Scotia Teachers Union, 2017). Therefore, there is some variance with regard to the rigour expected from various organisations who utilise professional development profiles; for some organisations submissions are limited to input measures, or a record of attendance at events or activities; for others they constitute evidence of a rigorous process of self-reflection and evaluation.

According to SACE (2017), professionalisation includes four key processes: 1) initial teacher education; 2) induction; 3) registration of teachers; and 4) continuing professional development and evaluation of teacher performance. A professional development profile is one method of following a teacher along the developmental pathway through these four processes. Types of evidence provided in the Professional Development Profile can include:

- Logs of professional development activities attended. This is helpful in determining fulfilment of minimum requirements.
- Completed templates and/or assignments. These could constitute: reflections on practice and/or demonstration of conceptual knowledge.
- Observations by peer teachers in the school or mentor teachers in the school. In Professional Development Portfolios (PDPs) as defined in the CPTD Handbook page 9 where observations and feedback are included, they are typically undertaken once or twice per year.
- Critical reflection session or meeting notes. Critical reflection sessions are undertaken by mentors and mentees regarding performance. In PDPs which included critical reflection

sessions, they are typically undertaken twice per year.

- Reports, such as annual reports or term performance reports.
- Practical examples of practice, including lesson plans and/or learner work.

The Education Council of New Zealand frames its evidence as relating to four areas as outlined in the diagram below:¹⁴ Relationships, planning, teaching and outcomes. The area of relationships speaks to the social aspects of teaching, both with regard to learners and teachers and within the school as a member of a professional body. Planning and teaching deal with the application of teaching theory to the practical classroom, while outcomes focuses on learning, engagement and learner wellbeing.

FIGURE 7:

I USE EVIDENCE TO SHOW	FOCUS	SOURCES OF EVIDENCE
OUTCOMES	<ul style="list-style-type: none"> • Impact on learning • Engagement of learners • Learner wellbeing 	<ul style="list-style-type: none"> • Assessment information • Learner voice • Teacher voice • Parent voice
TEACHING	<ul style="list-style-type: none"> • Actual teaching practice 	<ul style="list-style-type: none"> • Observation of practice • Learner voice • Teacher voice • Parent voice
PLANNING	<ul style="list-style-type: none"> • Teacher conception • Espoused thoery of teaching 	<ul style="list-style-type: none"> • Planning • Resources • Classroom environment
RELATIONSHIPS	<ul style="list-style-type: none"> • How I interact with others 	<ul style="list-style-type: none"> • Learner voice • Teacher voice • Parent voice • Colleague voice

14 The text has been adjusted to use South African terminology.

4.3.3.1 Submission and evaluation of PDP

The purpose of a professional development profile, in the context of a new teacher, is to provide evidence of development during the first period of teaching. This could any length of time up to five years when research shows teachers reach proficiency, but within the context of South Africa is envisaged to be a one year process which culminates in full professional registration as a teacher, pending adequate progress during the induction period.

Evaluating teacher professional development currently occurs using two processes, the Integrated Quality Management System (IQMS) undertaken in schools with the support of external moderation by the DBE, and the registration of Professional Development Points with the South African Council of Educators (SACE). IQMS is part of a performance management cycle which includes:

- Planning for performance through the setting of goals and the development of personal growth plans;
- Monitoring and improving performance through means such as coaching/mentoring, interventions and reflective sessions;

- Reviewing performance, which can include both informal and formal reviews; and
- Rewarding performance through pay progression or other incentives.

IQMS includes three components, Developmental Appraisal, Performance Measurement and Whole School Evaluation (WSE), which are pursued through self-evaluation, the development of personal growth plans (PGP), peer engagements, engagements with district-level expertise, and external moderation.

In terms of continuing professional development, SACE has developed an educator portal which allows for comprehensive monitoring of development attendance. Educators are able to log and provide evidence for their attendance at various SACE-endorsed workshops or development sessions, as well as record their Professional Growth Plans and self-reflections. SACE is able to check educator logs against submissions from delivering institutions as a measure of quality assurance, and to pull macro-trends across the sector or areas of the sector.



5. SOUTH AFRICAN RESEARCH

CDE'S RESEARCH (2016) FOUND THAT STAKEHOLDERS AGREED THAT INDUCTION SHOULD SERVE AS A TOOL THAT WOULD BRIDGE THE GAP BETWEEN AN ITE QUALIFICATION AT AN HEI AND THE REALITIES OF TEACHING, WITH INDUCTION LINKING BACK TO THE NQT'S MORE ACADEMIC EDUCATION, AND FORWARD TO THE LONGER TERM CPTD PROCESS FOR ALL STAFF IN A SCHOOL.

Traditionally induction is viewed as an exercise which takes place after a formal qualification is received and before full professional registration, as a probationary period of further education and school-based experience that enables them to become fully registered to practice as a professional teacher. This is the model that the DBE and SACE are envisaging, and is based on the existing division of responsibilities between the DBE and DHET and MRTEQ.

However, CDE (2015) found that stakeholders were divided as to whether induction should take place during the final year of the teaching degree, or as a first year of the new teacher's career. Interestingly, the university interviewees did not support the idea of induction as part of the teaching degree (CDE, 2016: 21). If the induction is effectively the final year (fourth or fifth year) of a B Ed degree, then the universities, under the DHET, would be expected to take the lead in structuring, supporting and assessing the induction process. However, if induction is conducted in the first year of employment as a new teacher, then the DBE, as employer, would take the lead.

Various views were put forward as to how the induction year should be merged into a teaching

qualification. One view was that the academic elements of ITE could easily be taught in a more intensive, three-year residential B Ed programme, while the final year of the four-year B Ed course could be reserved for teaching practice and competence testing, leading to registration at the end of the four-year degree. Others argued that the degree programme should be extended by a year to make it a five-year course, with the fifth year being practice-based. All those who addressed this issue in detail argued that the final year of the course should be spent in at least two schools serving different communities.

However, most significantly the interviewees did not raise the issue of how PGCE students would fit into this model (CDE, 2016: 21). This is critical issue because with learner enrolment bulge moving into the high schools from 2018 (Gustafsson, 2018), every qualified teacher trained through a PGCE for high school will be needed.

In addition, the issue of student teachers studying through internships/learnerships needs to be considered. Increasing numbers of student teachers are based in schools as interns while studying through distance education at Unisa or North West University. For instance, in the

independent schools that are members of the Independent Schools Association of Southern Africa (ISASA), in 2018, there are 1079 interns being trained as student teachers. How would induction be organised for these student teachers as NQTs, as they will have had at least two or four years' experience in a school?

As in the case of ISASA member schools, various organisations, groups of schools and education departments have developed home-grown induction programmes to address the challenges experienced by NQTs and the schooling system. There are some current models of induction-like programmes in South Africa, which can include teacher induction, mentor training, work-integrated learning and/or learnerships.¹⁵ Importantly, no models address all of these components.

In 2016, the CDE interviewed organisations with mentorship models, including the ISASA Mathematic and English Internship programme, renamed as the South African Mathematics and Science Teacher Internship Programme (SAMSTIP), TeachSA and the Primary Science Project (PSP). In addition to these, JET has interviewed representatives from North West University, the Free State Department of Education, the Global Teacher Initiative, staff involved in the Matthew Goniwe School of Leadership Principal Induction Support Programme¹⁶ and Inclusive Education South Africa to obtain a cross-section of current practices in the field of induction.

5.1 SOUTH AFRICAN INDUCTION MODELS

In the CDE (2015c) research report on teacher induction, the ISASA Mathematics and English Teacher Internship Programme and the TEACH South Africa were investigated because they use mentorship in their school-based programmes for professionally unqualified, aspirant teachers.

JET has updated the information on the two programmes and the insights they offer.

5.1.1 THE SOUTH AFRICAN MATHEMATICS AND SCIENCE TEACHER INTERN PROGRAMME (SAMSTIP)

SAMSTIP is the new name of what was the ISASA Mathematics and English Teacher Internship Programme. The teacher internships provide an alternative training model for teachers in the scarce subject areas of mathematics and science which include school-based training, mentoring, and completion of a university degree by the trainee teachers in member schools. The internships involve four years of study to obtain a degree in education, or two years (part-time) for a professional teaching qualification. In 2018, the programme included 134 interns in SAMSTIP, and at the end of 2017, 18 interns graduated. To date the programme has produced 116 teachers.¹⁷ The programme is supported through the Funza Lushaka bursaries for interns on condition that most interns take up posts in public schools.

Host schools provide interns with two mentors, one of whom is the school principal or HOD, and the other of whom is a senior teacher in the same subject as the intern. The school principal or HOD provides general support, and the subject mentor provides pedagogical content support. Programme supports include a Programme Manual with clear guidelines for the school, mentors and interns. Mentors are also provided with initial induction training which incorporates elements of professional and personal development as well as supporting mentees to integrate into the profession and the school's ethos and culture.

Mentors are also supported through peer learning communities which meet regularly to share practice. In 2015 the Evaluation Research Agency

¹⁵ The Higher Education Quality Council and Council for Higher Education do not recognise internships for teaching; although some existing programmes on the ground do refer to internships.

¹⁶ JET Education Services was contracted to assist with development and monitoring of the Matthew Goniwe School of Leadership Principal Induction Support Programme

¹⁷ Many ISASA member schools train teacher interns through SAMSTIP or independently. In some areas of the country where there are a cluster of ISASA schools with interns, they meet regularly to share their experiences and expertise.

evaluated the programme, determining that the academic workshops were of vital importance, but could be strengthened through the incorporation of facilitated intern study groups to allow for increased peer support. The evaluation also found that the time allocated to mentorship varied and depended upon the availability of the mentor and resourcing of the school, and that some mentors were unsure how to execute their responsibilities. Mentors for mentors were also recommended.

5.1.2 TEACH SOUTH AFRICA

To address poor learner performance in mathematics, science and language in primary and secondary schools, TEACH South Africa selects university graduates in these subjects to teach and lead as TEACH Ambassadors for a two-year period in disadvantaged schools in South Africa. In addition, the TEACH Ambassadors are encouraged to pursue a career in education, and where possible the completion of a Postgraduate Certificate in Education (PGCE) is facilitated during their teaching engagement. Since 2009 TEACH has recruited, trained and placed 478 TEACH Ambassadors in 186 schools across 7 provinces.

The TEACH South Africa website (<http://www.teachsouthafrica.org/>) indicates that the aim of their initial training programme in their Training Academy is to provide the ambassadors with the skills, knowledge, values and tools to maximise their teaching effectiveness and improve learner performance. Training is provided in a variety of ways: mentorship, educational support material, online chat rooms and a resource portal, networking opportunities with eminent people, and training in teacher and learner techniques, leadership development, and business management.

Ambassadors continue receiving in-service training over the two years of their tenure with TeachSA on holidays and weekends, as well as receiving continuous support from mentors. Each ambassador is assigned two mentors. External mentors are highly qualified subject specialists appointed by an independent provider contracted by TeachSA. External mentors assisted ambassadors according to need, with those the most in need of assistance receiving priority. At the same time, an in-school mentor is assigned to offer both pedagogical and pastoral support which includes classroom observations, lesson planning, classroom management and personal needs of the ambassadors (CDE, 2015c). Regular meetings of ambassadors are held to ensure ambassadors are receiving the support they need and having a positive impact on learner achievement.

An impact evaluation by Eric Schollar and Associates (ESA) in 2014 revealed that the in-school mentoring was often inadequate and was influenced by the individual mentor's personal willingness, motivation and capacity. In addition, the evaluation also found that in-school mentoring suffers from lack of management in the host schools, that a few ambassadors did not receive any induction after placement in host schools and had limited mentorship time. School principals did not understand the role of in-school mentors, and classroom discipline was a common problem for ambassadors. Improved guidelines, increased support from external mentors and selection and training of mentors were recommended.

The choice of school was a critical issue in the case of the ambassadors. Most of that cohort were placed in schools with poor levels of functionality, management and teacher professionalism and this did not provide an effective setting for the 'internship' of ambassadors who had no real teaching experience.

Lessons for teacher induction

The findings of both evaluations highlight some important issues relevant to a teacher induction framework:

- The selection of functional, supportive, host schools with committed teachers and good practice is critical. Depending on the teacher induction model chosen for the country, this could be an important consideration, if schools want to offer to undertake purely school-based teacher induction;
- Strong support for the interns is essential for the success of the programmes. Unless this happened, the interns/ambassadors felt isolated and without the help they needed to achieve their potential. This would apply equally well to beginner teachers.
- The support of principal and SMT was vital.
- The quality of mentoring was all-important for their nurturing and development as teachers. The selection and training of effective mentors is all important. In particular, the role of subject mentors was critical in the intern's induction into subject-specific knowledge, classroom practice and teaching methodologies. Mentors also had an important role to play in mediating how the school placed and utilised the interns/ambassadors in order to moderate their workload and ensure they were used to the benefit of all parties.
- The use of social media was regarded as important since it would enable interns to share their experiences and challenges to the benefit of other interns who faced similar challenges. This is significant point for teacher induction.

5.1.3 PRIMARY SCIENCE PROGRAMME: JOINT MENTORSHIP PROJECT (JMP)

The Primary Science Programme's Joint Mentorship Project (JMP) in the Western Cape has elements of both orientation and induction.

The JMP involves a core group of 30 NQTs who participate in needs-driven workshops and intensive classroom support over a two-year cycle. These mentees are selected based on an application including a motivation letter.

Mentors, who are initially staff members of the Primary Science Programme, are assigned to these NQTs, who are supported monthly according to their needs. All are given an individual SWAT analysis and personal development plan. The benefits experienced in this program are that the core NQTs they support rarely drop out of teaching, and are more confident and competent than NQTs who are not on the programme.

A broader group of NQTs are supported alongside the core NQTs in their schools, and all NQTs in the district are invited to the workshops. In a recent addition to the model, former mentees may become mentors after two years, following an 'each-one-teach-one' design, with the ultimate aim of embedding mentorship within the schools and system.

5.1.4 GLOBAL TEACHER INSTITUTE: TEACHER INTERNSHIP

The Global Teacher Institute targets recipients of the Funza Lushaka bursary who are engaged in the pursuit of an initial teaching degree or a Postgraduate Certificate of Education (PGCE). Currently, 57 student teachers are involved in the programme.¹⁸ These individuals are placed full-time in schools as teaching assistants for one to four years in addition to pursuing their studies through distance education. Only functional schools, including low-fee independent schools, are chosen for participation in the programme.

The Institute trained a number of mentors over two years, who now support the teacher interns in schools. Interns rotate between phases, in order to get a holistic view of schooling and to be exposed

¹⁸ A mapping by Bridge in 2017 found that a total of 537 student teachers were involved in pre-service internship programmes offered by various providers. ISASA supported an additional 1184 in ISASA member schools in 2017.

to a variety of teaching styles. Throughout their experience, interns complete a series of activities which are aggregated to form a PDP. Mentors also input data weekly into an online monitoring system.

By the point of graduation, the student teachers will have obtained a significant degree of teaching experience and classroom exposure, as well as an understanding critical self-reflection and other elements of professional development.

5.1.5 NORTH WEST UNIVERSITY: MENTOR TRAINING

NWU engages a large cohort of distance students through the use of teaching centres located throughout the country. This design enables students to access live-streamed lectures four to five times per semester for each class, in addition to completing regular distance work. This highlights one potential model through which expert knowledge can be disseminated at lower costs.

In order to support its student teachers, North West University's Work-Integrated Learning (WIL) programme has embarked on a systematic school selection procedure which includes site visits, in order to ascertain suitable learning environments for student teachers. Student teachers are then placed in these schools with mentors, who have been trained through an accredited distance-education course offered by North West University.

Mentors are expected to act as central supports in the school which activate and upskill other teachers with regard to roles, responsibilities and methods of engagement for student teachers. In the newly revised programme, student teachers will complete portfolios of evidence which include feedback from supporting teachers as well as from observing university staff. This will provide a continuous line of evidence rather than a mark for the discrete occurrence of a lecturer's observation.

5.1.6 INCLUSIVE EDUCATION SOUTH AFRICA

Inclusive Education South Africa has developed a teacher induction program for new teachers, with a primary focus on inclusion and inclusion practices in education. Teachers in their first year of teaching are provided with support on building specific capacities around classroom practice, management and different areas of specialty.

Mentors are drawn from within the school system and provided with two days of training. Mentors then provide in-school support for new teachers over a period of one year. A one-to-one relationship is not established, with some mentors working with up to three new teachers. Time is created during break or staff meetings for mentors to meet with mentees, but there is no formal adjustment to the teaching timetable.

Mentees are expected to complete a portfolio of evidence. The portfolio consists of assignments linked to 12 different modules of training which the new teacher should complete over the year. Checking of the portfolios is completed within the school.

5.1.7 FREE STATE DEPARTMENT OF EDUCATION

The Free State Department of Education (FSDOE) embarked on a process of induction last year which was operated entirely by the system. Districts were required to cover a number of topics in a centralised workshop for new teachers. The materials development and delivery was left to district officials.

School-based mentorship was also mandated, with principals and heads of departments (HODs) in charge of designing and executing a mentorship programme for new teachers. HODs were the

mentors for new teachers, as it is included in roles and responsibilities of that position. Where HODs needed assistance, they were expected to call in subject advisers (SAs), who also were responsible for checking the mentorship. The interview participant noted that the mentorship component was not being undertaken at all in most schools.

Evaluation was performed through the Integrated Quality Management System (IQMS), which new teachers underwent as per scheduled reviews.

The FSDOE is in the process of revising this programme as it had a low impact within the system. Among the elements which are being considered for the revision include more centralised workshops, tighter provincial two-hour mentorship session per week for new teachers, practicals at schools and the inclusion of a portfolio of evidence over and above the IQMS processes. In addition, training for principals and HODs and/or other mentors was also being considered.

5.1.8 THE MATTHEW GONIWE SCHOOL OF LEADERSHIP AND GOVERNANCE: PRINCIPAL TRAINING PROGRAMME

MGSLG developed an induction programme for new teachers (both newly-qualified and newly-appointed). In recognition of the crucial role of the principal in supporting in-school induction programmes, the programme first targeted Gauteng-based principals (JET 2016). The delivery mechanism was district officials, specifically identified SAs, who were expected to cascade training to principals. Training on the role of principals in supporting induction was provided over three days to 15 SAs, who were expected to cascade the training down to principals in order to supplement existing induction activities. As a result, 84 SAs in Gauteng attended the programme as a precursor to a planned provincial rollout to principals. Unfortunately, however, the planned rollout did not take place due to logistical issues.

Core strengths of South African models include:

- 1. The commitment of teachers in participating functional, supportive schools to induction is vital.*
- 2. The critical role that principals (and SAs) play in induction and their need for training has been recognised and piloted in the Free State.*
- 3. The use of social media in SAMSTIP enables interns or NQTs to share their experiences and challenges.*
- 4. Training materials for mentors and new teachers in the Joint Mentorship Programme are scalable and of good quality.*
- 5. The Global Teacher Initiative and North West University have strong mentor training programmes.*
- 6. North West University, Global Teacher Initiative and Inclusive Education have different models of developing and assessing POEs. Similar methods could be applied to PDPs.*
- 7. The Free State Department of Education programme showed that districts can bring teachers together at convenient locations for training at a low financial cost.*

6. TOWARDS A SOUTH AFRICAN TEACHER INDUCTION FRAMEWORK

AS SHOWN ABOVE, VARIOUS CONCEPTS AND MODELS FOR TEACHER INDUCTION HAVE EMERGED FROM THE CDE AND JET RESEARCH.

In the case of induction itself, various approaches are possible. Britton et al. (2003) outline four possibilities:

- The **school as a learning organisation approach** (school has full responsibility for supporting a new member of the Organisation);
- A **co-operative approach between teacher education institution and schools** (mentor training, group mentoring and individual consulting are organised by initial teacher education institutions);
- A **teacher community-based approach** (teacher unions are responsible for support programmes); and
- A **municipality-based approach** (municipalities are responsible for implementing support programmes) (Britton et al., 2003).

6.1 CONSIDERATIONS FOR TEACHER INDUCTION

While induction is a valuable avenue to improving both the returns on investment in teacher education and the educational outcomes of learners, there are a number of challenges in implementing an effective induction programme that must be considered, and are noted in both the local and international research. Among the institutions interviewed by CDE in 2016 and JET in 2017, common considerations emerged which were largely consistent with international research.

6.1.1 SUPPORT FROM KEY STAKEHOLDERS

The CDE (2016) noted the challenges of designing and embedding orientation and induction programmes that are effective and relevant across contexts or within various contexts, as well as managing the quality of teacher induction programmes.

Other challenges included achieving buy-in from principals and districts regarding reduced workloads for NQTs and mentors (CDE 2016). A lack of support for induction by principals and districts was also noted by stakeholders in the 2018 interviews, with nearly all respondents addressing it as a challenge to induction-like programmes, particularly with regard to finding time in the school day for mentorship.

This challenge is exacerbated by the lack of attention to principal capacitation for induction, with most programme representatives responding that they were planning to, but had not executed a principal training component.

The one programme which did specifically target principals with regard to the induction of new teachers in schools did not roll out owing to logistical challenges. Moreover, cascade model proposed, which relied on SAs to train principals, has been shown by research to be highly problematic.

6.1.2 SOCIAL FACTORS

Keuren et al (2015) note the absence of teachers' ability to self-advocate as a notable challenge in the arena of teacher induction. In particular, NQTs or young teachers can be disenfranchised by social norms which emphasize deference to age, and gender dynamics can also play a role in keeping new teachers from voicing their concerns. Xenophobia, nationalism and populism are also confounding factors which may negatively affect induction and care should be taken to address these dynamics for both mentors and mentees.

6.1.3 MENTORING CAPACITY

CDE (2016) noted a lack of capacity across the system for mentorship and effective in-school support for new teachers, and the JET research for this concept note also found a lack of systemic capacity. The Free State Department of Education noted that while mentorship of new teachers was defined as part of the roles and responsibilities of school-level officials, it rarely took place.

Indeed, the responsibility for mentorship may fall to Heads of Department (HODs), as one of the defined roles and responsibilities of the position. However, because HODs are overloaded with many responsibilities and duties, they may struggle to provide the required level of support to new teachers, without reduced teaching loads.

Among other teachers, mentorship is not currently a required component of their positions according to the Personnel Administrative Measures (PAM), and teachers would need to be incentivised in some way to accept the additional responsibility. A reduced teaching load is an incentive, but this is likely to create gaps in the timetable which will need to be filled by other teachers, presenting another challenge in schools.

Additionally, mentors are also in need of their own ongoing professional development and support.

Challenges around mentorship included a lack of previous training, a lack of clear incentives, poor confidence and poor knowledge of potential mentors. Some interviewees noted that many teachers bring a history of negative experiences in the schooling system to the role of mentor, and this must be addressed before these teachers can be effective mentors.

Therefore, if willing, teachers who assume the responsibility of mentor would need to be upskilled, particularly in the areas of adult education, the professional teaching standards and the expected outcomes of an induction period. There are a number of mentorship courses available within South Africa, through higher education institutions, NGOs and for-profit educational entities. Some of these courses are SACE-endorsed, but there are no standard requirements for 'mentor accreditation', nor is it currently a designated position in the pathway of teacher development within South Africa.

Responses to these challenges found in the research included the incorporation of mentor training programmes which lasted between two days and one year, periodic workshops which made expert knowledge available to both mentors and mentees) as well as the provision of resources and structured programmes to mentors.

One additional avenue which some agencies pursued was the use of external or expert mentors, who were centrally based at an NGO. However, models which rely on external mentors are expensive, costing roughly between R50 000 and R80 000 per mentee per year.¹⁹ At a systemic level, this is likely to be unaffordable within current financial resources and competing needs of the system.

While the CDE (2016) discussed the potential in distance mentoring or one mentor working across schools as potential solutions to challenges in available resources (both financial and human capital), experiences of agencies working on

¹⁹ This figure is based on the responses of individuals linked to organisations who conduct mentorship programmes interviewed by JET in 2018.

the ground indicate that a one-to-one ratio of mentees to mentors is highly preferable due to the additional workload of mentoring. Additionally, indications are that partnerships in which the mentor is placed in the same school as the mentee are more effective in the views of the implementing agencies.

In terms of ICT, it was noted that interventions and even monitoring systems were difficult to standardise across urban, rural and peri-urban environments.

However, SACE has developed a monitoring system for CPTD, which could be very useful for new teachers, with the added benefit of acclimating new teachers early to the systems they are meant to use continuously throughout their careers.

6.1.4 COST

Cost is a critical factor to consider for induction programmes. Depending on the induction programme, this may include the financial cost of training, short courses and/or upskilling sessions for both mentors and new teachers, training of principals, training of district officials, financial remuneration to mentors and the provision of resources, as well as the opportunity cost of lost classroom time of mentors and mentees and training.

In research for the CDE, Simkins (2016) provided a thorough costing of two models of teacher induction. In the first model, 'block training' was provided over 16 days by experts outside the system, such as academics and/or specialists. Training would take place at central locations four times a year, for durations ranging from three to five days. In the second model, this training was preserved but augmented by in-school mentorship.

The programme was costed over one year for a total of 10,500 teachers, an estimate of the total number of NQTs and foreign teachers in the system who were likely to participate in an

induction programme, based on the 2012 and 2013 Annual Schools Survey and *Education Statistics in South Africa*. Additionally, provision was made for 1,575 principals to also attend a one-day training in both models. In the second model only, an additional 115 hours of teaching relief per year for mentors is incorporated (Simkins, 2016). In total, the cost of the first model, with training workshops held over the course of one-year, totalled R431,827,019 or R41,126 per participant.

A model which incorporated training, the training of school-based mentors and the provision of teaching relief for the required period of mentorship totalled R1,026,882,897. The cost of the mentor training amounted to R31,651,078 while the provision of relief for time out of class totalled R563,404,800. The cost per participant of the second model (if only the new teachers are seen as beneficiaries) was established to be R97,798.

However, there are some caveats, as one of the largest expenses was the accommodation for new teacher during the three to five day training sessions, which could be eliminated through alternative delivery models, such as monthly PLCs run by districts. However, cost-saving and effectiveness are not the same thing: saving money and delivering an ineffective programme would be "penny-wise and pound-foolish" and could prejudice NQTs and other educators against induction. It is critical therefore that induction programmes are piloted and evaluated for impact.

6.2 GUIDING QUESTIONS

In the South African context, significant, concentrated and multi-faceted training and support will be necessary to both design and enact a meaningful teacher induction programme. A successful induction programme will only be enabled in South Africa by careful consideration, reflection, problem-solving and collaboration between stakeholders across the system.

The brief given to JET for the Teacher Induction Concept Note included an outline of both induction and mentoring programmes, and the elements of a portfolio of evidence POE, or a PDP. Accordingly, questions relating to these and other key components of induction are proposed below to guide stakeholder discussions.

6.2.1 LOCATING INDUCTION

The current national legislative framework for teacher preparation and development, and the plans of the DBE and SACE locate induction in a NQTs first year of teaching. As discussed above, some stakeholders have asked whether it should better be located as part of students' ITE before they obtain their teaching qualification. It seems therefore that this is an issue that needs be discussed and decided. In addition, how a longer or re-organised B Ed to include more school-based practice induction would work for students studying for a PGCE needs to be considered. The case of student teachers based in schools as interns during their teaching studies via distance education is also another important issue for induction policy.

Locating Induction

- 1. What is the DBE's preference for the location of induction?*
- 2. To what extent can a flexible model be implemented, considering various pragmatic constraints?*
- 3. How can innovative models be encouraged and well researched to look at scalability?*

6.2.2 CREATING AN INDUCTION POLICY

As outlined, there is a complex teacher policy context in South Africa. The process of creating an induction framework has begun with the development of the Orientation Guidelines, which were implemented in 2017.²⁰

In this concept note, five rationales for undertaking teacher induction were presented: Human Capacity Development, Economic Efficiencies, Improved Learner Performance, Teacher Socialisation, and Enhancing Professionalisation. The rationales upon which induction is based in South Africa should be decided, in order to place the induction framework within the broader policy context. This will help stakeholders and teachers themselves to engage with the induction framework and understand why the country is wants to invest in it.

Induction Policy

- 4. What are the policy aims of an induction programme?*
- 5. What are the enabling factors in the policy environment? Are there any limitations to the programme that should be noted?*
- 6. Could there be potential unintended consequences (positive or negative) of the proposed induction?*
- 7. How can the induction programme be concretely linked to the PTS?*

²⁰ The goals were: To integrate newly-appointed teachers into the new school and the profession; To acquaint such teachers with their new roles and responsibilities in the shortest time possible in order to minimise disruptions at the school; To build the confidence of such teachers; and To ensure learning and teaching effectiveness and productivity.

6.2.3 IMPLEMENTATION OF INDUCTION

The largest question with regard to an induction framework is what will be included. There are a number of models which have been outlined, both from developing and developed nations, which have various degrees of rigour.

In its research in 2016, the CDE found the following components of teacher induction:

- Basic orientation
- Instructional practice
- Action research
- Collaborative approaches
- School improvement
- Apprenticeship
- Mentorship

Additional components were identified by JET in its (2018) research for this Concept Note:

- POEs/PDPs
- Phase and grade meetings
- PLCs
- Formal short courses and other HEI offerings
- Formal evaluations

One of the major tasks for the system is to determine which elements are suitable for the South African context, and in what form. Once the elements have been determined, it is necessary to evaluate a number of questions with regard to their implementation.

Implementation

- 8. Will methods or combination of methods will result in the policy aims?*
- 9. Who are the relevant role-players in terms of induction, and what are their associated roles and responsibilities? How can orientation, mentorship and training be managed within resource and finance constraints?*
- 10. What amount of training will all of the actors in the different components of the induction framework receive with regard to their roles and responsibilities? Will the dosage be sufficient to achieve the objectives of the training?*
- 11. How will quality of components (individuals, materials, locations/venues, etc) be assured?*
- 12. How will relevant stakeholders be informed of the policies and/ or implementation resources and/ or implementation schedules? Relevant stakeholders include policy makers, academics, trade unions, teacher training practitioners, learners and parents, districts, principals, heads of department and teachers.*
- 13. What financial and/or time allocations have been mandated across different levels of the system, and are these sufficient to fulfil the expected activities and/or roles of different actors?*
- 14. Are there adequate incentives for relevant actors? What disincentives need to be removed and how can this be achieved?*
- 15. What modifications to existing procedures could facilitate new teacher development?*

6.2.4 MONITORING

As noted by research, the most effective induction programmes are highly structured and closely monitored. In highly decentralised situations, such as Kenya, induction programmes may be easily subsumed by other school responsibilities, leading to a no or poor implementation of the induction programme. In South Africa as well, interviewees with programmes where school had a high degree of school autonomy resulted in considerable levels of non-compliance.

On the other hand, districts in the Free State exhibited a significant capacity in terms of gathering new teachers for workshops related to orientation. However, in the current programme the degree of standardisation across these elements was uncertain as districts created their own programmes. One of the identified strategies to improve effectiveness of the existing orientation was to incorporate more centralised training sessions for new teachers.

Monitoring

- 16. What will the expectations for first-year teachers be?*
- 17. Who develops and monitors induction programmes?*
- 18. What will be included in a new teacher's professional development profile?*
- 19. Who will take responsibility for evaluation of new teacher competencies, and to what extent can this be integrated into existing procedures?*



7. DEFINING A TEACHER INDUCTION PROGRAMME FOR SOUTH AFRICA

THIS SECTION OUTLINES THE RECOMMENDATIONS FOR A SOUTH AFRICAN NEW TEACHER INDUCTION PROGRAMME, BASED ON LITERATURE AND ONGOING STAKEHOLDER ENGAGEMENTS (SEE APPENDIX XX FOR REPORTS FROM STAKEHOLDER ENGAGEMENTS).

It begins with some overarching concepts which are fundamental to the success of the induction programme, and moves on to provide details on induction activities and frameworks.

7.1 WHAT IS NEW TEACHER INDUCTION?

The purpose of the new teacher induction programme is to produce independent new teachers who engage meaningfully in systems, structures and practices which culminate in lifelong learning, CPTD and high-quality professional teaching and learning. In order to do this, a quality induction programme must enable new teachers and principals to adjust to, and become familiar with, the school at which they have been appointed, the community in which it is situated, and the broader education system in which they will be functioning; and to settle into their new responsibilities as quickly as possible. Induction is about building a bridge between the theoretical knowledge gained during Initial Teacher Education and the requirements of classroom teaching, school administration and ongoing professional development.

Research shows that teachers who engage in a quality induction programme are more likely to stay in the teaching profession, have increased job satisfaction, are more professional and deliver higher quality teaching than teachers who do

engage in induction. Induction, therefore, seeks to make a contribution to the quality of teaching and learning in South African schools. Delivering a quality induction programme requires coordinated efforts from the school leadership, colleagues and the new teacher themselves. Even more importantly, the new teacher induction programme must be based in a developmental philosophy which seeks to engage the school as a learning environment for all school stakeholders and enable the growth of the new teacher as well as colleagues.

7.1.1 INDUCTION WITHIN THE CYCLE OF SCHOOLING

Teacher induction is embedded within the cycle of schooling (Figure 1, below). The numbers 3-6, in red, indicate teacher education activities which take place outside of grade schools, while the green numbers 1-2 and 7-11 take place within primary, secondary or combined schools. While basic education, initial teacher education and continuing professional development are all critical aspects of optimising this cycle, induction is concerned with number 7 and culminates in number 8, or a professional teaching certification. This can be linked concretely to the mandated probation period teachers are expected to undergo within the system.

FIGURE 8: THE CYCLE OF SCHOOLING



However, despite this placement the developmental aspect of induction should not be lost. It must not be seen as simply an additional year of schooling before teaching practice can begin or as a list of activities which must be completed in order to “pass” probation.

The purposes of induction include not only ensuring that teachers are adequately prepared and competent to deliver on their teaching responsibilities, but also to ensure that they are adequately engaged and to inculcate good practices for the teacher’s own support and continued growth. Therefore, induction should focus on forming networks and support systems for a newly qualified teacher rather than on compliance with a set of activities.

7.1.2 INDUCTION AND THE PROFESSIONAL TEACHING STANDARDS

According to the SACE Professional Teaching Standards draft for consultation, “the Standards focus on what South African teachers should know and what they should be able to do to provide learners with knowledge-rich learning opportunities. The Standards bring together the professional knowledge, classroom skills and the values that teachers draw on during their professional careers. The Standards bring together the professional knowledge, classroom skills and the values that teachers draw on during their professional careers.” The purpose of the Standards is to promote professional teaching. The ten Professional Teaching Standards are:

FIGURE 9: THE PROFESSIONAL TEACHING STANDARDS



A key undertaking of the induction period is to ensure that new teachers understanding of the Professional Teaching Standards and relate their development goals to professional teaching based on the standards. New teachers should reflect on which of the standards they require support in and make efforts towards developing these skills and values, and induction activities should embed the Professional Teaching Standards as developmental goals.

7.2 THE INDUCTION PROGRAMME

7.2.1 GETTING READY FOR INDUCTION

There are some critical preparations on the part of the school which will enable the new teacher to successfully engage in these activities.

In getting ready for induction, schools should keep in mind some of the critical success factors for induction periods. A successful induction means higher retention rates, better job satisfaction, more professional teachers and, ultimately, better learning outcomes. It is worth the initial investment.

In order to prepare to host a new teacher, school principals should:

- Ensure that the new teacher has the number of teacher hours assigned as per the Personnel Administrative Measures document. Or, if possible, even a reduced teaching load. Remember new teachers will take longer to plan and prepare materials, and also need time to meet with mentors and orient themselves to national and school policies.

- Select a mentor for the mentee. The recommended process is to take recommendations from among the teachers, and ask for volunteers. Individuals which appear on both lists are strong candidates.
- Support the mentor to enrol for mentor training, if they have not already been trained or need a refresher course. Courses should be SACE-endorsed.
- Ensure that mentors and mentees have meeting times scheduled on the school timetable. This will ensure that mentor and mentee meetings happen.
- Discuss the new teacher’s orientation programme with staff. Ensure that the new teacher will have a chance to meet and talk to

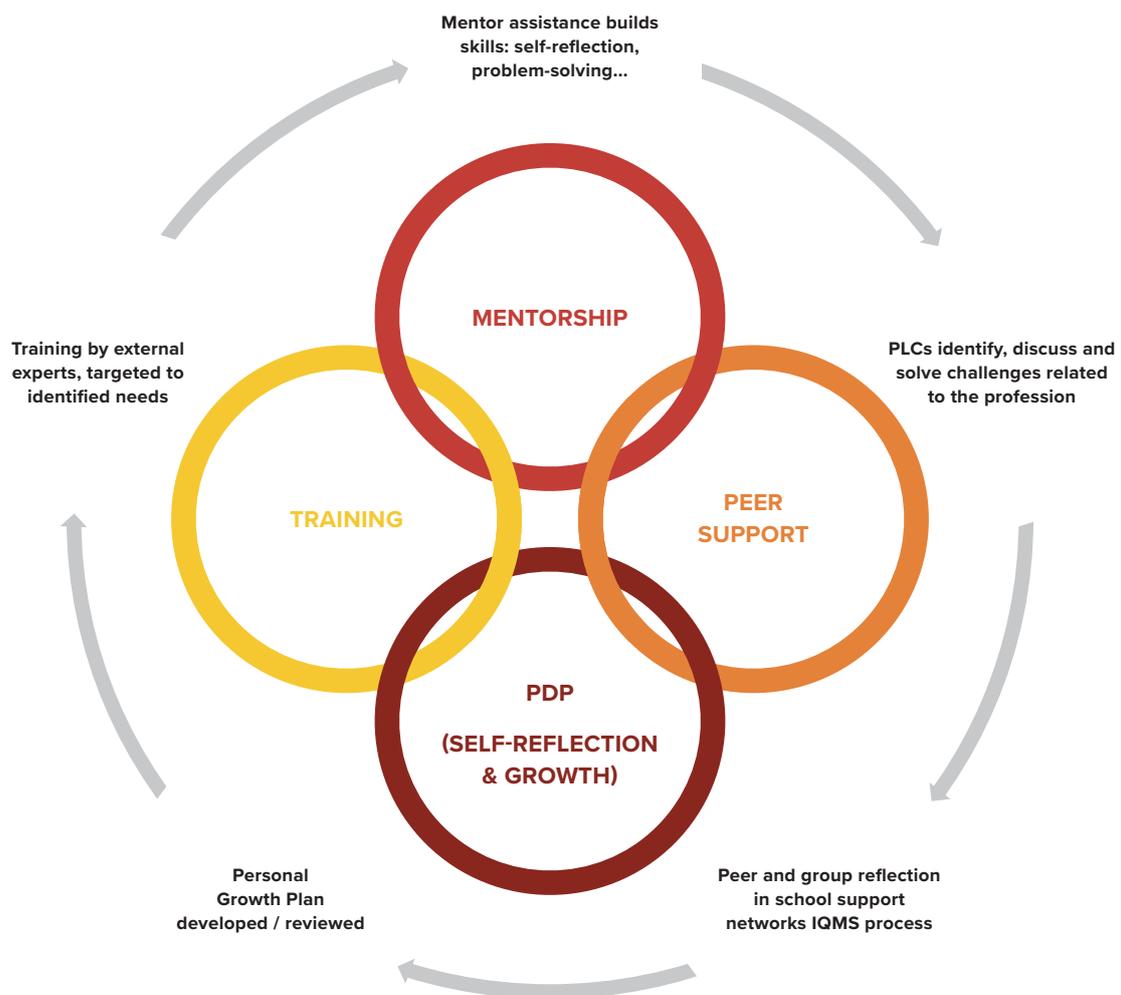
as many staff members as possible.

- Ensure the new teacher’s logistics are attended to, such as work space in the staff room and supplies prepared. This will help the new teacher feel welcome in the school.

7.2.2 THE NEW TEACHER INDUCTION FRAMEWORK

Induction consists of four interlocking support components as demonstrated by figure XX, adapted from the European Commission model. A series of activities or activity types are engaged in throughout the induction period to tap into each support component. The support components will be discussed in detail in Section XX.

FIGURE 10: INTERLOCKING SYSTEMS OF SUPPORT



The rationale for interlocking systems of support rests upon some of the basic premises of a DBE teacher induction programme. Primary among these is that the driver of the teacher induction programme is the new teacher. The new teacher will be supported by school systems and structures such as the SMT, the SBST, subject/phase/grade meetings, PLCs and a mentor. The new teacher will also be supported by materials, recommendations and some broad strokes requirements for completion of the induction programme. However, ultimately the design of many components of induction and the impetus in undertaking to complete the programme belong to the new teacher.

In total, induction is expected to take between 12 and 18 months to complete. During this time period the new teacher should engage in 60 Professional Development (PD) points worth of induction activities.

7.2.3 NEW TEACHER INDUCTION ACTIVITIES

Activities which are required for the completion of a successful induction programme are:

1. Orientation. Orientation should be conducted at the school level using the guidelines in the *New Teacher Induction: Guidelines to the Orientation Programme* (DBE, 2014).
2. Development of a Personal Growth Plan recorded on the SACE CPTD system.
3. Engagements with an assigned mentor, including a classroom observation and reflection session.
4. Participation in a Peer Learning Community, and a 250 word written reflection on the experience.
5. Participation in the Integrated Quality Management System (IQMS).
6. Quarterly reflection sessions with a member of the School Management Team to discuss progress and challenges emerging in the induction programme.

7. Submission of a Professional Development Portfolio providing evidence of induction activities undertaken.

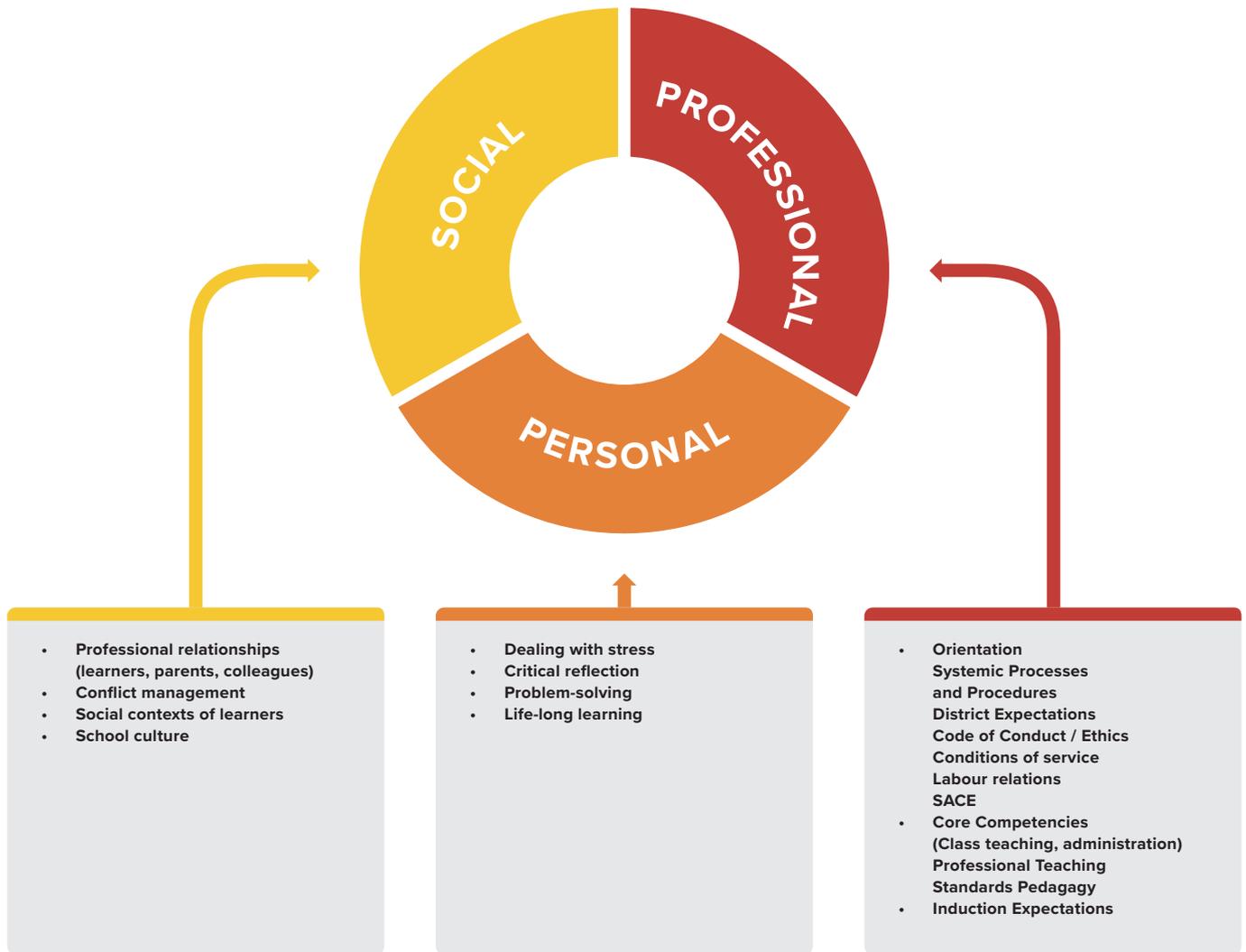
Other suggested components which can be pursued in order to complete the induction programme are:

1. Engagements with additional mentors. The school should assign at least one mentor to each new teacher, but this should not prohibit the new teacher from seeking out additional mentors, or from participating in external programmes which have a mentorship component.
2. Attending workshops or courses aligned to the Personal Growth Plan. SACE-endorsed courses will accrue PD points.
3. Regular attendance in a Peer Learning Community, or more than one Peer Learning Community.
4. Attendance of school-based workshops or developmental meetings led or organised by the SMT and/or the Staff Development Team.
5. Attending district-led professional development sessions such as Subject Committee meetings or content workshops.
6. Participation in and/or training by the School Based Support Team and/or District Based Support Team on Screening, Identification, Assessment and Support (SIAS) and the Care and Support for Teaching and Learning (CSTL) framework.

7.2.4 THE INDUCTION CURRICULUM

Achievement of the Professional Teaching Standards relies on growth in the three developmental areas: Professional, Personal and Social. For each of these areas, there is a specific set of needs for new teachers which should be covered during induction (Figure 4).

FIGURE 11: INDUCTION AREAS AND TOPICS



The professional aspect of induction should include orientation to systems, processes and procedures at both the district and the school level, which should include expectations, the code of conduct and ethics, conditions of service, labour relations and SACE processes and procedures. The main purpose of orientation is to ensure that new teachers have all the necessary information on the profession and its operations, though they may still need support in navigating some aspects. Also included in professional aspects are the core competencies of class teaching and administration, the professional teaching standards, pedagogy and the expectations and procedures to be followed for the induction period.

Personal aspects of development should cover dealing with stress, developing problem-solving

skills and developing reflective skills such as the use of self-assessment, SWOTs, needs analyses and professional growth plans.

Finally, social development should be cognizant of the fact that NQTs are likely engaging in their first workplace, and therefore need both opportunities to and guidance on integrating into the school culture and the profession. Social development should focus on developing and defining professional relationships, understanding the social context of the learners and the community as well as integrating meaningfully into the school culture. NQTs should begin to recognise that they have both the opportunity and the obligation to positively influence the school culture through their own and other's engagement in induction activities.

Each framework support component addresses one or more of these areas, creating a flexible induction programme which can draw from the Professional Teaching Standards, the Induction Curriculum and the Framework outlined in Figure 3.

7.3 MENTORSHIP

Mentorship should be undertaken for all new teachers at the school level.

The goal of mentorship is to ensure that the new teacher is able to integrate smoothly into the school culture and community, professionally and confidently engage in classroom teaching and build an identity as a professional teacher. This is achieved through the provision of a designated support, the mentor, who will act as one of the core aspects of a support network around the new teacher within the school.

The primary objectives of the mentorship component are to:

1. Ensure new teachers have a good understanding of the school culture, the community and the learners at the school, as well as the school system and contacts.
2. Support new teachers to develop positive and professional relationships with colleagues, parents and learners.
3. Establish a core component of a support network which will help the new teacher understand and develop good practices for managing stress and building resilience, collaborative problem-solving and reflective practice.
4. To support new teachers to achieve their development goals through meaningful conversations and advocating for new teachers' participation in growth opportunities, such as PLCs, school evaluations, peer and group reflection sessions and training.

In order to achieve these objectives, the mentor should:

- Support the new teacher to successfully integrate into the school and staff culture by conducting or supporting in a school-level orientation, based on the DBE New Teacher Induction, Guidelines for the Orientation Programme;
- Help new teachers to develop professional relationships with colleagues, supervisors, community members and learners;
- Provide regular support and guidance to the new teacher to help them manage or solve emerging challenges in the classroom and the work environment;
- Assist with new teacher orientation and explain school, district and provincial processes, procedures, contacts, policies and supports as necessary;
- Explain, display and support on the Code of Ethics and the Professional Teaching Standards.
- Support the new teacher to engage in critical self-reflection and develop an appropriate Personal Growth Plan (PGP);
- Identify and advocate for the new teacher to engage with available resources, courses, workshops, PLCs and other means which can assist the new teacher in attaining Personal Growth Plan goals and the necessary Professional Development points;
- Observe the new teacher and provide feedback in a supportive, non-threatening and non-judgemental environment;
- Assist the new teacher to review their Personal Growth Plan at the end of the induction period to reflect on progress and new goals.

The mentor should be selected from within the school by the SMT. The following are recommended criteria for mentor selection:

CRITERIA	RATIONALE
<ul style="list-style-type: none"> • Minimum of 3 years of experience as a teacher in the school 	<p>One of the primary objectives of the mentor component is to successfully orient the new teacher to the school environment and culture. Therefore, a teacher with adequate experience in the environment and with good knowledge of the school and community culture is preferred.</p>
<ul style="list-style-type: none"> • A member of the teaching staff outside the SMT. 	<p>While the mentor will work under the guidance of the HOD, the mentor should not be an “accountability officer” who is responsible for performance. The mentor’s role is to support the teacher’s growth without judgment. The mentor must therefore have the ability to observe and listen to the new teacher without the responsibility of evaluating or reporting on the new teacher’s performance.</p>
<ul style="list-style-type: none"> • Nomination from the principal and/or another member of staff. • Volunteers to participate as a mentor for new teachers. 	<p>A nomination process together with asking for volunteers assists with ensuring that the mentor has the right traits, such as patience, good listening skills, self-reflection, enthusiasm for the task and responsiveness to the mentee’s needs.</p>
<ul style="list-style-type: none"> • Up to date with their professional development profile. 	<p>Mentors should demonstrate evidence of engagement with continuing professional development, as well as an understanding of the systems and processes around SACE and Continuing Professional Teacher Development.</p>
<ul style="list-style-type: none"> • Participation in a SACE-accredited mentorship course 	<p>Mentorship is different to teaching, and research shows that one of the most critical success factors for an induction programme is the training and support of mentors. Mentors may be trained by government, NGOs, HEIs or other institutions, however it is recommended that any mentorship course taken have an education focus.</p>

According to the Personnel Administrative Measures (PAM), one of the roles and responsibilities of the HOD is “to provide and coordinate guidance to inexperienced staff members” (PAM, item 4.4(e)(ii)). Therefore, the mentor will work under the HOD’s guidance. The HOD will assist the principal of the school in developing a timetable which adequately provides time for mentors and new teachers to meet. The HOD will further provide support to ensure that the new teacher is given reasonable guidance and direction, so that the new teacher may undertake the completion of their professional development portfolio. Additionally, the HOD should be involved in quarterly checks with the new teacher in order to ensure progress is being made.

7.4 PEER SUPPORT

In order to improve the experiences of new teachers in schools and the teaching profession, in addition to the mentor it is helpful to establish networks of support. The networks of support which new teachers should be integrated into are already a part of national policy initiatives. These include:

- Orientation
- Subject, phase and grade meetings at schools
- The School Based Support Team
- Peer Learning Communities

This section will discuss each of these networks and what the new teacher’s engagement and support should be.

Activities undertaken under peer support can accumulate type 2 SACE points, those initiated by the school to address common needs identified by a group of teachers.

7.4.1 ORIENTATION

The DBE has published a manual, *New Teacher Induction: Guidelines for the Orientation Programme*. This booklet outlines the roles, responsibilities and steps which should be taken to orient a new teacher to the school environment. While orientation alone is not sufficient to fully integrate a new teacher into the school and the teaching profession, it provides an important first step.

7.4.2 SUBJECT, PHASE AND/OR GRADE MEETINGS

The roles and responsibilities of the HOD at schools are wide, and among them is included leading a subject, learning area or phase; coordinating evaluation/assessment, homework, written assignment and so forth for the area they are leading; providing and co-ordinating guidance on the latest research, approaches and best practices for the area; and providing or co-ordinating guidance on syllabus, schemes of work, remedial action plans and so on.

Most HODs engage these activities through meetings held with the teachers they oversee. The frequency of meetings and content will vary between schools, however a concerted effort should be made by the HOD to orient new teachers to their particular delivery style. This may include activities such as:

- Providing new teachers with additional support if submissions such as lesson plans or work plans are required at the meeting;
- Going through the meeting agenda with the new teacher before their first meeting;
- Introducing the new teacher at the meeting; and

- Following up with the new teacher after the meeting to see if the new teacher has any questions and is clear on what needs to be done based on meeting resolutions.

7.4.3 THE SCHOOL BASED SUPPORT TEAM

Psycho-social support is a high-need area for many of South Africa's schools. While it is very important not to overload new teachers with additional activities and responsibilities, one school structure which they should engage is the School Based Support Team. It is important for new teachers to understand the process of Screening, Identification, Assessment and Support as laid out by the Care and Support for Teaching and Learning, and to be able to practically implement this in their classrooms.

The new teacher should be introduced to the School Based Support Team and attend at least one meeting to understand the school processes. They should receive additional support and training on SIAS from a member of the School Based Support Team or the District Based Support Team, so they have a clear understanding of the system and processes related to these structures.

7.4.4 PEER LEARNING COMMUNITIES

"PLCs are communities that provide the setting and necessary support for groups of classroom teachers, school managers and subject advisors to participate collectively in determining their own developmental trajectories, and to set up activities that will drive their development" (Integrated Strategic Planning Framework for Teacher Education and Development, p.14).

A Peer Learning Community is a group of teachers who meet regularly to identify, discuss and solve common challenges between them. PLCs can be set up between schools or within schools, and determine their own focus. For example, teachers of a certain subject could set up a PLC to

identify, discuss and solve challenges in content delivery or learner performance. A school could set up a PLC with teachers of many subjects, which might undertake to unpack a new policy document or resource available. A group of new teachers could set up a PLC which discusses and provides solutions to issues related to professional integration. In doing so, the PLC members will share knowledge between them, ultimately improving their own understanding and professionalization. New teachers should be invited to join existing PLCs or may work to set up their own, either within their school or between schools.

PLCs may also bring in additional expertise at any time. For example if they need help solving a particular problem they may add members with expertise in that area, or invite a guest with expertise to a meeting.

During the induction period and as part of the new teacher's personal professional development profile, the new teacher should attend at least one PLC and write a 250 word reflection on their experience.

7.5 TRAINING

While training alone is insufficient support for a new teacher, it is an important component of induction.

The new teacher should engage in training sessions which align to the needs in their Personal Growth Plan. If content knowledge was identified as an area of need, then the new teacher should seek out opportunities to engage in content training. If classroom management is a primary concern, new teachers should take courses or attend training sessions specifically designed to address classroom management.

7.5.1 DISTRICT/CLUSTER SUBJECT COMMITTEES

According to the DBE, Subject Committees are “focused on advising on curriculum matters; they are departmentally driven, and rely on high levels

of expertise mainly from outside of the classroom” (*Subject Committees and Professional Learning Communities*, DBE, 2014).

Whether they have activated Subject Committees or not, Districts provide some kind of professional content-based support for teachers. This may take the form of quarterly workshops, developmental school visits, remote support, etc. In addition to attending district or cluster-wide development initiatives, new teachers should be introduced and connected to the district officials who work with their particular subjects, and should work to build positive and professional working relationships with these colleagues. They can be supported in this process by mentors, HODs and/or school principals.

Districts may also provide an orientation for new teachers, which can augment but should not replace school-level orientation.

7.5.2 EXTERNAL TRAINING

In addition to training delivered by district officials, training can be delivered by Higher Education Institutions, Unions, Non-governmental Organisations (NGOs), for-profit education providers or other instructional bodies. Training can take place through workshops, blended learning or remotely. However, in order to qualify for professional development points, training should be SACE-endorsed. SACE-endorsed training undertaken can accumulate type 3 SACE PD points, those initiated by an external provider.

7.6 THE PERSONAL PROFESSIONAL DEVELOPMENT PORTFOLIO (PDP)

The main output of the induction programme is the PDP. SACE defines the PDP as “a resource document to assist each teacher with professional growth”. The PDP includes a self-reflection culminating in a Personal Growth Plan; guidance on undertaking and accessing professional development activities; information on the Continuing Professional Teacher Development

Management System; a record of the teacher's professional development activities and professional development points; and links between the teacher's professional development activities and quarterly work schedule.

For a new teacher, the PDP should give evidence of reflective practice and engagement in professional development activities both inside and outside the school. It should give evidence of some amount of growth during the course of the year, and demonstrate the new teacher's involvement with key support mechanisms. These key support mechanisms include:

- Orientation training*.
- The Personal Growth Plan*.
- Peer Learning Community meetings*.
- Engagements with a mentor*.
- Participation in school-based growth and development sessions led or coordinated by the HOD, such as subject, phase and/or grade meetings.
- Professional development sessions coordinated by the Staff Development Team.
- The School-Based Support Team.
- Training courses or workshops linked to the Personal Growth Plan.
- Participation in cluster or district-led training sessions.
- The IQMS processes*.
- Quarterly supportive review sessions with the principal, HOD or an independent actor*.

Starred items are required by the induction programme. Orientation, IQMS, PLCs and the Personal Growth Plan are linked to requirements and recommendations by policy-making bodies such as the Department of Basic Education and SACE, while mentor engagements and quarterly review sessions are requirements of the induction programme which will assist to ensure induction is successfully completed.

To complete the induction period, the new teacher is required to complete a total of 60 professional development points. As the new teacher is the owner of their own induction programme, these could be achieved in a number of ways, depending on the opportunities pursued by the new teacher. The chart below gives a comparison of two hypothetical new teachers who complete the PDP in different ways.

- Teacher 1 is located in a township school. Her PGP identified content knowledge, classroom management and psycho-social support as areas of need. There is an NGO offering SACE accredited training in her subject at her school, but her school is not currently involved in any peer learning communities. Her mentor is not very active. With the help of her HOD, she sets up a Peer Learning Community for five new teachers in the area.
- Teacher 2 is in a rural school which is very isolated from other schools. Her PGP identified psycho-social support as the key area of need, and she doesn't really understand how professional development works. Her mentor is very active and helps her to set up a PLC in the school, but there is no HOD for her phase. There are no NGOs or organisations working nearby and she does not have internet access very often.

ACTIVITIES	TEACHER 1	TEACHER 2
School level orientation	Undertakes school-level orientation by the principal	Undertakes school-level orientation by the mentor
Personal Growth Plan	Develops the PGP with the help of another teacher as the mentor is busy.	Develops a PGP with her mentor.
Mentor meetings	Has a few meetings with her mentor.	Has weekly meetings with her mentor who introduces her to the CPTD system and key district officials.
Peer Learning Communities	Participates in PLC meeting with other new teachers every month.	Participates in a school-based PLC that meets 3 times over the year.
Training in areas of need	The HOD supports the subject teachers once a quarter with a content-based workshop.	Requests and receives SBST training from a member of the DBST. Subsequently joins the SBST which has quarterly development sessions.
	Participates in a training on classroom management organised by the Staff Development Team.	Attends a 2-day district workshop on classroom management.
	Attends a year-long NGO-led course on subject knowledge and classroom management.	Enrols in a distance education certificate course on psycho-social support offered by an HEI.
		Completes a course on the SACE website on “hidden harm”.
IQMS / school evaluation	Completes the IQMS process at the school.	Completes the IQMS process at the school.
Quarterly review of progress	Holds three meetings with the HOD to reflect on progress towards completing the induction period and the PDP.	Holds three meetings with the principal to reflect on progress towards completing the induction period and the PDP.
Review of Personal Growth Plan	Completes a review of the Personal Growth Plan with her HOD, reflecting on achievements and further areas of need.	Completes a review of the Personal Growth Plan with her mentor and the principal, reflecting on achievements and further areas of need.

The ways through which the PDP can be complete by the new teacher are endless. The new teacher must take ownership of their own professional development and pursue avenues open, as well as possibly opening new avenues, in order to complete the required activities and professional development.

8. WHAT NOW? POST-INDUCTION

THE NEW TEACHER INDUCTION PROGRAMME HOLDS THE POTENTIAL TO MAKE A MEANINGFUL CONTRIBUTION TO THE STATE OF TEACHING AND LEARNING IN SOUTH AFRICA, AND TO SUPPORT A NUMBER OF CRITICAL EMERGING CHALLENGES SUCH AS TEACHER SUPPLY, EFFECTIVE TEACHING AND LEARNING AND LEARNER OUTCOMES.

However, induction cannot be seen as a panacea and professional development must not end with probation and professional registration; it is unrealistic to expect perfect teaching and learning after only one year! Induction sets the stage for new teachers by engaging them in systems and processes that support continuing professional development and life-long learning. A successful induction programme will build the network of support a teacher needs to face the difficulties of the profession and lay the groundwork for the development which will lead to excellent teaching and learning.

Although induction ends, teachers should continue to seek out mentors through the early years of their career, and eventually seek to become mentors as their expertise and efficacy increases. Throughout their careers, teachers should seek out external training to support and grow in areas of need. And once induction finishes, newly-registered teachers must continue to improve their school cultures by engaging in collaborative methods of self- and peer-development, such as Peer Learning Communities. Teachers should continue to pursue and make meaningful choices in their own professional development, and to use periodic self-reflection to unpack their achievements and next steps. Through ongoing engagements in the supportive components introduced during the induction period, teachers will be enabled to learn, grow and perform to the best of their abilities.

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APPENDIX 1

INTERVIEW SUMMARIES FROM FIVE INDUCTION PROGRAMMES

INCLUSIVE EDUCATION SA: TEACHER INDUCTION PROGRAMME:

ELEMENTS OF THE MODEL

Inclusive Education SA has developed a teacher induction program for new teachers, with a primary focus on inclusion and inclusion practices in education. Teachers in their first year of teaching are provided with support on building specific capacities around classroom practice, management and different areas of specialty.

The elements of the one-year programme include:

- Centralised training of mentors over two days.
- School-based mentorship of the new teachers over a period of one year by the trained mentors.

The mentors meet the mentees during break or staff meetings. They create an hour during the day when they need to schedule a meeting outside of teaching time. Some mentors are responsible for three teachers in the same school.

During the induction programme, the new teachers were given a set of 15 to 20 assignments which are designed as a response each session within 12 chapters over a year. Each assignment takes about two hours. Mentors check the assignments and conduct classroom observations, which are included in the POE.

Additionally, the teachers are given information about useful resources and reading to do by themselves for their own professional development.

TRAINING COMPONENTS

Training is provided to mentors in the form of centralised two-day training for mentors.

SELECTION, TRAINING, AND SUPPORT OF MENTORS

School principals are asked for a list of mentor nominees to select the mentor. The mentors are selected the teachers who have knowledge and expertise related to the School-Based Support Team (SBST).

Factors which influence the suitability of the mentor are the length of service of the teacher, the quality of the teacher's practice, and the length of service within the school. The expected characteristics of mentors include patience, expertise, tolerance and a passion for teaching and supporting others.

SELECTION OF SCHOOLS

Schools that have new teachers were selected by the districts. Poorly-resourced schools are given priority since they need additional support and skilled teachers. The balance of representation across the district was taken into consideration.

PORTFOLIOS OF EVIDENCE

School principals and HODs are responsible for following up on the POEs of the teachers, which include assignments and observations of the teachers by mentors.

Monitoring the progression of the new teacher is important. The performance of the teachers on the POEs depends on many different factors, such as the qualification of the teacher, the commitment of the teacher to improve, and school governance and management.

CHALLENGES AND LESSONS

The challenges and lessons are outlined below:

• Challenges

- The allocation of time for mentoring is a challenge, as mentor and mentee workloads are not decreased in most schools.
- Qualification of the teachers is challenging.

• Lessons

- The ideal mentor-mentee correlation is one to one, as mentors struggle to manage multiple mentees.
- Mentors also need guidance and support throughout the programme.
- During the programme, the change in the teacher's performance should be monitored.
- School-based mentors are more sustainable than partnerships in which the mentor is at a different school than the mentee. This raises challenges for distance-mentoring models.
- It is feasible for the PED to provide centralised training and/or expert sessions for mentors.

GLOBAL TEACHER INITIATIVE: INTERNSHIP PROGRAMME

ELEMENTS OF THE MODEL

There are a few variations of the internship/ learnership model, but the model followed by the Global Teacher Initiative includes the following components:

- Teacher interns are placed as teaching assistants in schools while they work towards a qualification in teaching through distance education.
- Interns rotate through phases to get a holistic experience of the South African schooling system regardless of their focus or specialty.
- Interns are supported throughout their experience by an in-school mentor.
- There is an online M&E and tracking platform which tracks intern time in schools and results. Mentors provide input and verify data weekly.
- Interns complete a portfolio of evidence, which includes monitoring data from the online platform.

The programme takes place for any duration from one to four years.

TRAINING COMPONENTS

The programme recognises that intern teachers are new to the world of work as well. Therefore the programme includes components of HR and labour law, as well as teacher roles and responsibilities such as lesson planning, time on task and administration. The training also deals with the transition of the mentee from student to professional. One example given was helping interns understand why it was not appropriate to date students.

Curriculum, pedagogy and classroom practice are also addressed in the programme.

SELECTION OF SCHOOLS

In order to promote the development of positive professional practices, interns are placed in functional schools with a good culture of attendance, teaching and learning and demonstrable learning outcomes.

School selection is also based on the character of the principals, with a preference for democratic or participatory leadership styles, which is seen as contributing to a positive developmental culture across the school and for the interns.

SELECTION, TRAINING AND SUPPORT OF MENTORS

School principals are asked for a list of mentor nominees at the same time as volunteers are requested from the school. Mentors are chosen that are on both the list of volunteers and the list of nominees.

Mentors and mentees are matched based on subject focus, although mentees work with teachers across the school in different phases. Mentees are encouraged to have more than one mentor, which allows for relationships to also grow organically. However there is one mentor who is responsible for the mentee and additional relationships are not monitored or supported.

Many of the mentors in the programme were developed over a two-year in-service training programme, which focuses on critical reflection and reflective practice. GTI noted that if they had the chance to revise this programme, a shortened one-year programme followed by a year of supported mentoring practice would be recommended.

Mentors are also supported through four facilitated sessions and four meetings which are convened by an organiser per year, for a total of eight engagements. In another variation of the model, GTI held four three-day camps per year.

Mentors and mentees are also supported through school visits after workshops, demo lessons, observations and feedback. This support is ideally integrated into classroom practice.

PORTFOLIOS OF EVIDENCE

The programme includes courses which are SACE endorsed, and the completion of POEs that are managed and evaluated by regional coordinators.

Ideally, the intern's performance on the course would be linked to stipend adjustments and/or participation in the next year of the programme, although it is a new concept and this has not been enacted yet. Course performance would be based on attendance, formal distance education marks, the POE and participation in supplementary workshops.

CHALLENGES AND LESSONS

The programme staff outlined the challenges and lessons learnt:

• Challenges

- Difficulties in scheduling time for the mentor and mentee to be out of class together.
- In some cases interns work in schools at the same level for four years, which is a long time to be an intern.
- Not all mentors are fully suited to the task of mentorship.
- Power dynamics are a factor in mentor/mentee relationships, particularly race and gender.
- The use of ICT is difficult to standardize across rural, peri-urban and urban, and implementation has been difficult.

• Lessons

- Mentors enjoy the 'badge' of mentorship.
- A future path includes development of school leadership in preparation for introducing a mentorship model in the school.

- While at the moment the mentors and mentees are matched based on subject and curriculum, this may not be the most important factor.
- Some of the needs of pre-service teachers are related to age more than professional choices, and it is important that mentors are prepared to manage the fact that interns are transitioning into the “code of adulthood”; what it means to be something other than a student in society.
- Mentors are also in need of their own professional development and support. Many teachers bring a history of negative experiences in the schooling system to the role of mentor and this has to be addressed before they can be effective mentors.

NORTH WEST UNIVERSITY: WORK INTEGRATED LEARNING – MENTOR TRAINING:

ELEMENTS OF THE MODEL

As part of the requirements for a degree in teaching, students must undertake an internship component. The North West model of work-integrated learning includes a number of innovative components which enables them to support their students in the field:

- Mentors from identified schools are trained over six months.
- As part of the mentor course, mentors are trained in developing other support staff in the school, such as the teachers with which the university students will be placed. At the moment these training sessions are not SACE endorsed but the intention is that they will be.
- Students are placed for WIL in the schools with trained mentors for their required field work.

The length of the programme is under review, but the ideal is a multi-year periodic placement, with

students engaging schools for three weeks each year except their final year, when they would be placed in a school for one whole term.

TRAINING COMPONENTS

Training takes place through distance education. The University has support sites, such as teacher centres, around the country where students and participants in other courses can watch live-streamed videos and interact with lecturers four to five times per semester, in addition to completing readings and assignments. In another innovation, students engage in virtual classroom work at their primary campus of the North West University, which particularly helpful in assisting students with practising classroom discipline. While this is available for selected students currently, it is an avenue which may be expanded.

SELECTION OF SCHOOLS

Schools are identified in collaboration with the district offices.

Schools must fit basic requirements for work-integrated learning (WIL), as determined by site visits from the WIL team at the University. Parameters include that schools must be safe, meet minimum resource/infrastructure requirements and be at an acceptable level of functionality.

SELECTION, TRAINING AND SUPPORT OF MENTORS

Mentors are trained through a short course, and participation costs approximately R250 per mentor. The course is endorsed with SACE and participants receive PD points.

Mentors then perform a variety of functions in the school, including matching students and teachers for WIL, supporting students through their field work and providing feedback to the University on the programme and the performance of students. Feedback is also given by support teachers.

The University WIL programme supports the school during the periods of internship through regular communication and site visits to evaluate students.

PORTFOLIOS OF EVIDENCE

Mentors submit a POE which includes self-reflection, assignments, examples of lesson plans and learner work to the University. It is then evaluated by an accredited assessor.

University students are also required to submit a POE. The process is currently under review, but will include observations from both the University and the reflections of the teachers they have worked with. Emphasis is on the student's development and integration of teaching over the period of their internship and within each school day rather than on discrete lessons.

The roles and responsibilities of the trained mentor are changing, and they are envisaged to be at a higher level with specific skills, such as being able to check portfolios of student teachers.

CHALLENGES AND LESSONS

The **challenges** noted by operational staff included:

- The requirements of different universities are not aligned, which leads to challenges for the schools in managing work-integrated learning for University students. This is one aspect currently being discussed and reviewed through the PrimTED initiative.
- Districts, schools and universities all have different expectations for basic elements such as lesson plans. NWU is engaging stakeholders to pursue standardisation of basic expectations.
- Accepting and supporting interns is not part of the responsibility of schools according to policy, and some schools are not willing to accept students.

- The relationship between schools, districts and the University is weak, which leads to misalignment of University teaching and actual field practice. An example is that when assessments in the districts change, the Universities are not informed. As a result, the information given to students is outdated.

Lessons:

- School selection is an important process in WIL; allowing schools to volunteer is not a rigorous enough selection procedure. It is important for the University to maintain some control over school selection and the entire process of WIL. The University envisages a system in which schools clustered around a University teaching centre are included.
- WIL coordinators in the school need to be strong enough to make meaningful matches between mentors and mentees, which includes looking at the teachers' workloads and supporting the mentor-mentee relationship in schools.
- The capacity of the WIL office has to be strong enough to support a rigorous implementation.
- The WIL implementation needs an academic component as well as the practical, in order to more effectively bridge between theory and practice while students are still in University.
- Sending a WIL administrator to observe one lesson of interns is not a productive means of assessment, as teachers in schools report that WIL students 'perform' for the lecturers and/or administrator. The course grade must integrate continuous feedback from the school.
- Alignment of the University curriculum with Professional Teaching Standards and disciplinary standards are of paramount importance.

MATTHEW GONIWE SCHOOL OF LEADERSHIP AND GOVERNANCE (MSSLG) PRINCIPALS AND DISTRICT OFFICIALS INDUCTION PROGRAMMES

INTRODUCTION AND OVERVIEW

The Matthew Goniwe School of Leadership and Governance (MSSLG) developed an induction programme for Newly Qualified Teachers (NQTs) and Newly Appointed Teachers (NATs). The programme targeted Gauteng-based principals and district officials, specifically identified Subject Advisors (SAs). Training was provided to SAs and principals in order to supplement existing induction activities.

The MSSLG induction training programme was designed to enhance SAs' and principals' leadership and management of the provision of support skills to newly qualified/newly appointed teachers (NQT/NAT). The intended long-term result is improvement in the quality of teacher education and development and thus of teachers and teaching by addressing the need for better induction programmes for newly appointed teachers.

In Gauteng 84 SAs participated in the programme as a precursor to a planned provincial rollout to principals.

ELEMENTS OF THE MODEL

Research was conducted to review local and international research used in developing induction programmes and to identify the common key priorities for the induction of newly appointed teachers. These findings were then used to review models of induction programmes and ascertain their strengths and weaknesses.

The research informed the development of an induction training programme curriculum and materials to capacitate the identified participants through a series of training workshops.

The programme utilised a cascade training model in which subject advisors were trained over three days. SAs advisors were then expected to cascade the training to principals.

PROGRAMME ACTIVITIES AND TRAINING COMPONENTS

The programme includes:

- A three day session which provided guidance and training for subject advisors on supporting newly-qualified and newly-appointed teachers.
- Sessions held by subject advisors with principals which provided guidance and training for principals and lead trainers on supporting (NQTs/NATs).

The materials were designed to provide the participants with the necessary tools and information for implementing an induction programme for NQTs/NATs). The materials which were developed included:

- Manuals for teachers;
- Manuals for school based mentors; and
- Questionnaires/ tracking tools.

SELECTION OF PARTICIPANTS

The selection of identified participants was done through consultation with the Gauteng Department of Education. MSSLG managed the screening and identification of participants in all 15 districts. These participants would cascade the training within their designated districts and act as Lead facilitators in supporting their colleagues.

MONITORING AND EVALUATION

Monitoring and evaluation were provided by an external service provider. The monitoring and evaluation was conducted to analyse the efficacy of the project independent of the project implementation team. This was to include on-going technical evaluation and on-going systems

monitoring and evaluation. Quality assurance was conducted at each stage to ensure that the project was implemented according to the plans, and changes to project plans were documented.

The monitoring process made use of observation and participant questionnaires to ascertain the fidelity of the training in implementation and participant perceptions of the training they received, as well as knowledge they had gained through a section in the questionnaire in which participants answered questions about some basic concepts in NQT/NAT induction.

CHALLENGES

The following challenges and lessons were identified from the delivery of the programme:

- Significant scope changes in relation to the delivery of the programme diluted aspects of the intervention. The implementation of the cascade training to the 15 districts in Gauteng did not take place as intended. It has been postponed indefinitely.
- Principals selected certain teachers for training, which created unequal power relations within training groups.
- It is uncertain that the cascade model will result in quality training.

FREE STATE TEACHER INDUCTION

ELEMENTS OF THE MODEL

In 2017 the Free State offered a teacher induction programme which included orientation and in-school mentoring by HODs. The programme aimed to provide orientation to the teachers in their first year of teaching. The programme included the following components:

1. Each district prepared a detailed plan on the teacher development and created its own material.

2. The induction programme took place once in a year for a day with all new teachers, who were not provided with transportation or any incentive.
3. After the orientation workshops, principals assumed responsibility to ensure the implementation of a mentorship program in the school.

TRAINING COMPONENTS

The programme included elements of HR and labour law as well as teacher roles and responsibilities. It also covered the integrated strategy framework, the importance of continuous professional development programs, teacher development, curriculum coverage and classroom management.

The content of the training differs for each district although the topics were outlined.

The success of the programme was linked to IQMS, which is used to evaluate the new as well as experienced teachers.

The representative interviewed noted that what they had learned was that the training was not structured or extensive enough to have an effect. They were in the process of designing additional components which would include more centralised training and a mandated period for mentorship of new teachers, proposed at 2 hours per week.

SELECTION, TRAINING AND SUPPORT OF MENTORS

The interviewee did not have information about the selection process for matching mentors with the new teachers. The responsibility for determining selection criteria rested with the principal of each school.

The representative further noted that training for both mentors and principals would need to be undertaken and were included in the proposed re-development.

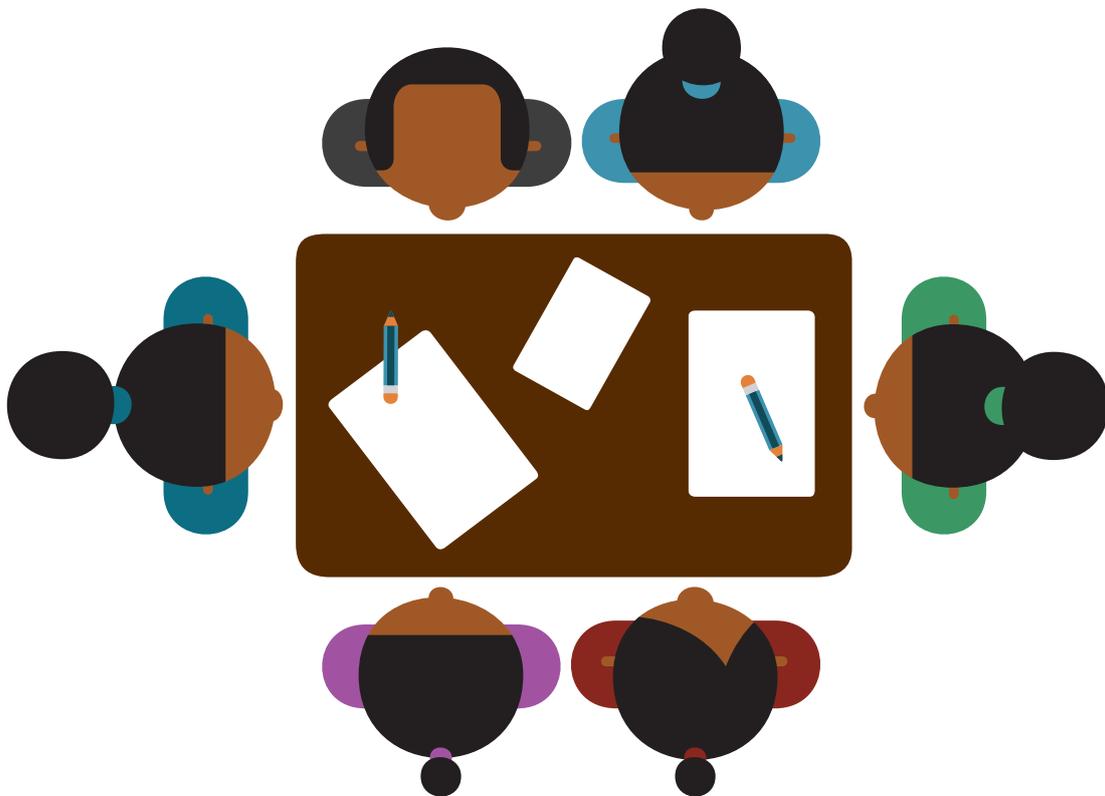
CHALLENGES AND LESSONS

The **challenges** noted by deputy chief education specialist in Free State included:

- One day was not enough to provide an effective induction programme, and ongoing training was proposed going forward.
- There is no follow up on using ICT in the classroom.
- There is no standardization on the induction which may differ across districts and schools.
- The new teachers need more support on the subject of classroom management, especially because the number of students per class is difficult to manage and teach.

Lessons:

- The use of central venues by districts for bringing new teachers together saves money.
- A degree of standardisation could improve programme delivery and efficacy, as the quality of delivery by districts and schools varied.
- Induction can be linked to the IQMS, although there are questions about how IQMS can be effectively modified for new teachers.
- Mentors also need support.
- Principals need training in order to effectively manage induction.
- The identification of teachers' needs is important to design an effective programme.



APPENDIX 2

DEVELOPED COUNTRY CASE STUDIES

This appendix includes a series of case studies in teacher induction in developed countries which may be useful.

TEACHER INDUCTION IN THE USA

A good example of a comprehensive and systemic approach to support beginning teachers is the New Teacher Center Induction Model developed and managed by the New Teacher Center (NTC). The model provides one-on-one mentoring and professional development in a supportive school environment to boost teacher effectiveness (U.S. Department of Education, Institute of Education Sciences (IES), 2015). The NTC works with school districts and state departments of education to design, develop, and implement induction programs that are aligned with both district priorities and NTC standards (IES, 2015). This induction model costs approximately \$6,000 to \$7,000 (between some R90,000 to R104,000) per beginning teacher annually, and the primary costs are salaries for mentors and beginning teachers, directors, administrative support, and professional development coordinators, facilities, materials and equipment (IES, 2015).

COMPONENTS OF THE NTC INDUCTION MODEL

Mentor development, ongoing assessment and professional learning communities.

The NTC provides a research-based, sequenced curriculum of mentor professional development. Full-release mentors (experienced teachers who

serve as full-time mentors) participate in the two- to three-year *Mentor Academy Series*: four three-day sessions in Year 1 cover *Inquiry into Practice*; four three-day sessions in Year 2 cover *Equity in Education*; and three two-day sessions in the optional third year cover *Inquiry into Mentor Practice*. Partial-release mentors (experienced teachers who continue with their classroom duties while serving as mentors) participate in a two-year *Professional Learning Series*: four two-day sessions in Year 1 cover *Mentoring for Effective Instruction*; and four two-day sessions in Year 2 cover *Reaching All Learners*. Both series teach mentors to use the NTC's *Formative Assessment and Support (FAS)* system, which is a set of tools and protocols aimed at structuring mentor/mentee interactions and advancing teacher practice and student learning. The professional development series is also designed to build a community in which mentors support one another in their professional growth.

Principal and site leader capacity building.

The NTC model also provides principals and other school leaders with professional development workshops. This includes a one-day workshop on the *Role of the Principal* in supporting the development of new teachers, a three-day workshop on *Improving Student Achievement*, a one-day workshop on *Professional Learning Communities*, a two-day workshop on *Supervising and Supporting Principals as Instructional Leaders*, and a year-long series of 10 half-day leadership institutes focused on developing instructional leadership skills.

Programme leadership and induction systems development.

The NTC's Induction Program Standards provide a framework for district and state induction programme leaders to follow as they work with the NTC to design, implement, and evaluate their induction programs. The NTC also supports programme leaders through ongoing consultation and professional development, including an NTC Induction Institute that presents the components of the NTC Induction Model.

New teacher development, ongoing assessment, and professional learning communities

The FAS system that guides teacher induction is designed to collect and analyse data on teacher practices and student learning. The tools and protocols are organized around four collaborative processes between mentors and beginning teachers: (a) Understanding Context includes knowing students, exploring school, family and community resources, and knowing teachers; (b) Setting and Reflecting on Professional Goals includes using collaborative assessment logs and co-assessing teaching practice; (c) Advancing Teaching and Learning Through Inquiry includes analysing student work, designing effective instruction, conducting classroom observations, and engaging in an inquiry cycle; and (d) Communicating, Collaborating, and Coordinating includes communicating with families, supporting student learning, and communicating with administrators.

TEACHER INDUCTION IN AUSTRALIA

Australia provides a good example of the use of ICT in teacher induction. In Australia, induction of beginning teachers is generally noted as a school responsibility (New South Wales Department of Education and Training, 2002). The Australian government strongly advocates online induction, and actively develops and uses the educational resources on the internet. This has created a broader space for the development of beginning

teachers' induction (Li and Zhang; 2015). Departments of Education and Training in every state have also established relevant educational websites. These websites are interconnected so that beginning teachers can have easy access to training at any time and in any place (Li and Zhang; 2015). This serves to break down restrictions in terms of geography and time for beginning teachers who work in the geographically-isolated areas.

The New South Wales Department of Education and Training (NSW DET) has a website that has information relating to the professional and legal responsibilities for new teachers, and provides information directed towards schools with a set of guidelines for supporting the induction (New South Wales Department of Education and Training, 2002). In Queensland, the Department of Education, Training and the Arts (2006) has an Induction Toolkit supported by online resources and other professional links, that is distributed to beginning teachers. There are other supportive networks that are either part of formal or non-formal initiatives. For instance, the Joint Council of Queensland Teachers' Associations (JCQTA) (2007) established a mentoring program that drew together all the Queensland teaching councils for supporting preservice teachers, beginning teachers, and teachers.

Another good example of the use of ICT in teacher induction is the My Induction app, a free mobile application developed by the Australian Institute for Teaching and School Leadership (AITSL), which has expert advice and activities to help beginning teachers as they start their career (AITSL; 2017). It offers support in four areas: professional practices, professional identity, wellbeing, and orientation to working in an education setting (AITSL; 2017). The application has a question bank to help the users find expert responses to their questions.

As far as the Australian model is concerned, the training is an integration of the education system, school district and school-based training. The regulatory agencies, teacher training

institutions and regulatory agencies at all levels supervise the school district and the local education administration (Li and Zhang; 2015). The school principal has the duty to formulate and implement the induction system. Schools utilise the advantage of the internet and other individual services to provide beginning teachers with a platform for discussion. There is an initiative known as the Teachers' Induction Festival, which is utilised to complete the induction for beginning teachers (Li and Zhang; 2015). The Teachers' Induction Festival is held through the internet; it is organised by the beginning teachers, and experienced teachers assist to organise the on-line training for the festival (Li and Zhang; 2015).

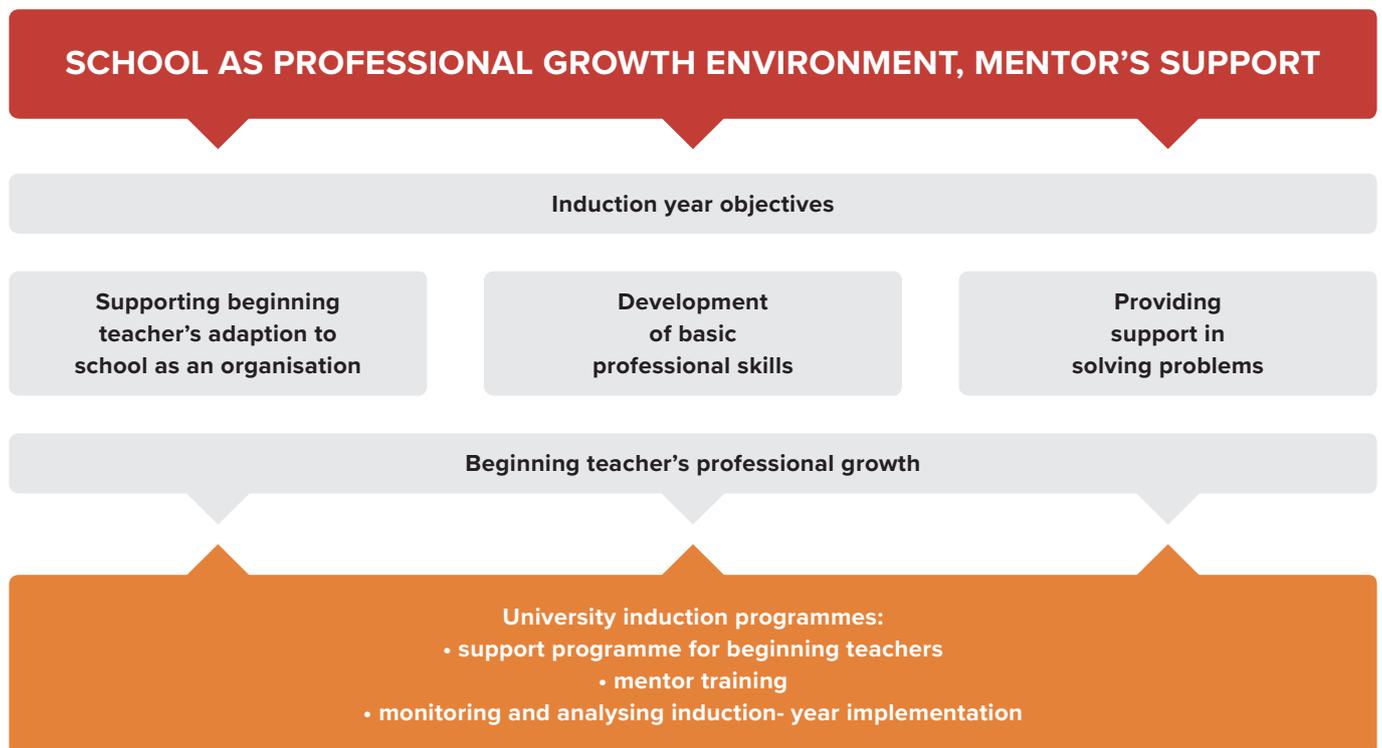
AITSL (2017) states that following graduation provisional registration is the first step towards full registration. To achieve full registration, evidence

of performance is required at the Proficient career stage of the Australian Professional Standards for Teachers (AITSL; 2017).

TEACHER INDUCTION IN ESTONIA

The induction year programme of Estonia is a national one. The model is quite comprehensive, and the European Commission (2010) has expressed the opinion that Estonia's induction-year model is worth following in other countries. In the model, the growth of new teachers is supported by the school environment and support programmes organised by induction-year centres (Eisenschmidt, Poom-Valickis, and Kärner; 2011). The model combines two action environments: learning and development in the school environment and peer meetings for beginning teachers at universities.

FIGURE 12: ESTONIA'S INDUCTION YEAR IMPLEMENTATION MODEL (EISENSCHMIDT, 2006)



According to this model, a beginning teacher completes the induction year under a mentor's supervision by practising in a position that conforms to the teacher education programme completed by the teacher (Eisenschmidt, Poom-

Valickis, and Kärner; 2011). A mentor must have at least three years of experience in the field of pedagogy, s/he must have completed a mentor training in an in-service or a Master's degree programme, and she must participate in the school

development (Eisenschmidt, Poom-Valickis, and Kärner; 2011). However, the beginning teacher can take responsibility for their own professional growth by planning their actions, analysing and evaluating the growth of their coping skills and recording these processes in their development portfolio.

The universities (of Tallinn and Tartu) operate induction-year centres, which organise mentor training and beginning teachers' support-programme seminars and constantly monitor the implementation of the induction-year programme (Eisenschmidt, Poom-Valickis, and Kärner; 2011). The centres also plan development activities for the induction-year programme. The support programme by the universities creates a peer-learning environment where the new teachers analyse their practical experience in small groups led by highly experienced and professional teachers / teacher-trainers (Eisenschmidt, Poom-Valickis, and Kärner; 2011).

TEACHER INDUCTION IN THE UNITED KINGDOM

In the UK there is a statutory induction programme for new teachers working in state maintained schools which varies cross-nationally. Generally, the minimum statutory induction period across the UK is one school year of three terms. A partnership model of induction was introduced in Northern Ireland in 1998, induction Standards were set in Scotland in 2002, and in England and Wales in 2003 but were later revised in 2007 (Hulme and Menter, 2011).

The systems of induction are reinforced by tutors/mentors. Mentor accounts reported by Hagger & McIntyre (2006) suggest a vital increase in collaboration and a reduction in professional isolation from a mentoring structure. There is formal assessment involving observation of the new teacher, with written feedback and termly progress reviews. This is required by the career

Entry Profile that used as a bridge between initial and induction stages (Hulme and Menter, 2011). It is common among the countries that the tutors/mentors do not receive financial recompense (Hulme and Menter, 2011).

Scotland provides for a salaried one-year training post for newly qualified teachers and has a 30% timetable reduction for new teachers; whereas there is a 10% reduction in England and Wales (Hulme and Menter, 2011).

In Wales induction funding of £1,000 (some R19,000) per annum, administered by the General Teaching Council for Wales, is available for new teachers who take up a post in a maintained school in Wales (Hulme and Menter, 2011). Termly assessment meetings are convened with the new teacher, induction tutor and headteacher. According to Hulme and Menter (2011) the first formal assessment meeting considers whether the teacher is consistently meeting the standards for Qualified Teacher Status (QTS). The second review meeting considers progress towards the End of Induction Standard (Welsh Assembly Government, 2008). The Induction Standards set out four key areas of practice: (1) professional characteristics; (2) knowledge and understanding; (3) planning, teaching and learning and class management; and, (4) monitoring, assessment, recording and reporting (Hulme and Menter, 2011).

If progress is satisfactory, the final meeting initiates plans for Early Professional Development including future priorities, targets and milestones for continuing development (Hulme and Menter, 2011). Evidence is used to assess progress against the Standards, collated in a PDP. Sources of evidence presented for discussion include: lesson plans and materials, reflections on observations by and of the new teacher, samples of pupils' work, schemes of work, reflections on professional development activities, pupil attainment records, samples of records to parents and participation in moderation meetings (Hulme and Menter, 2011).

APPENDIX 3

BASIC COMPETENCES OF A BEGINNER TEACHER

The following are the minimum set of competences required of newly qualified teachers:

1. Newly qualified teachers must have sound subject knowledge.
2. Newly qualified teachers must know how to teach their subject(s), and how to select, sequence and pace content according to both the subject and learner needs.
3. Newly qualified teachers must know who their learners are and how they learn, understand their individual needs, and tailor their teaching accordingly.
4. Newly qualified teachers must know how to communicate effectively, in general and in relation to their subject(s), in order to mediate learning.
5. Newly qualified teachers must have highly developed literacy, numeracy and IT skills.
6. Newly qualified teachers must have knowledge of the school curriculum and be able to unpack its specialised contents, and be able to use available resources appropriately, so as to plan and design suitable learning programmes.
7. Newly qualified teachers must understand diversity in the South African context, in order to teach in a manner that includes all learners, and must be able to identify learning or social problems and work in partnership with professional services to address them.
8. Newly qualified teachers must be able to manage classrooms effectively across diverse contexts in order to ensure a conducive learning environment.
9. Newly qualified teachers must be able to assess learners in reliable and varied ways, and to use the results of assessment to improve teaching and learning.
10. Newly qualified teachers must have a positive work ethic, display appropriate values, and conduct themselves in a manner which befits, enhances and develops the teaching profession.
11. Newly qualified teachers must be able to reflect critically, in theoretically informed ways and together with their professional community of colleagues, on their own practice in order to constantly improve it and adapt it to evolving circumstances.

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