

The Status of the CPTD Management System

A REPORT BASED ON THE PILOT

July 2012



basic education
Department:
Basic Education
REPUBLIC OF SOUTH AFRICA



Table of Contents


CHAPTER 1: INTRODUCTION	1
1.1 BACKGROUND	1
1.2 METHODOLOGY	4
1.3 LIMITATIONS OF REPORT	5
1.4 CONCEPTUALISATION OF THE CPTD MANAGEMENT SYSTEM	5
1.5 CHANGES OVER TIME	9
1.6 THE 2008 'PILOT'/RESEARCH REPORT	13
1.7 THE 2009 PILOT	14
<i>1.7.1 Background</i>	<i>14</i>
<i>1.7.2 Provincial pilot management structures</i>	<i>15</i>
<i>1.7.3 District and school selection</i>	<i>17</i>
CHAPTER 2: FINDINGS FROM THE PROVINCIAL PILOTS	21
2.1 OVERVIEW OF ELEMENTS ATTEMPTED	21
2.2 FINDINGS FROM PROVINCES	24
<i>2.2.1 Management, administration and support</i>	<i>24</i>
<i>2.2.2 Endorsement</i>	<i>28</i>
<i>2.2.3 Advocacy and communication</i>	<i>31</i>
<i>2.2.4 Financial investment</i>	<i>36</i>
<i>2.2.5 Provider capacity</i>	<i>36</i>
<i>2.2.6 CPTD IS</i>	<i>37</i>
2.3 READINESS FOR ROLL OUT	38
CHAPTER 3: CPTD IS	42
3.1 DEVELOPMENT OF THE CPTD IS	42
3.2 HIGH LEVEL REVIEW OF CPTD IS IN MARCH 2012	44
<i>3.2.1 Data gathering</i>	<i>44</i>
<i>3.2.2 System functionality</i>	<i>45</i>
<i>3.2.3 System integration</i>	<i>46</i>
<i>3.2.4 Usability</i>	<i>47</i>
<i>3.2.5 Utility</i>	<i>48</i>
<i>3.2.6 Staff capacity</i>	<i>48</i>

3.3 CONCLUSION	49
CHAPTER 4: MANAGEMENT, ADMINISTRATION AND SUPPORT	51
4.1 BACKGROUND	51
4.2 CHALLENGES	51
4.3 CONCLUSION	55
CHAPTER 5: ADVOCACY AND COMMUNICATION	57
5.1 SCOPE	57
5.2 FINDINGS AND CONCLUSION	58
CHAPTER 6: ENDORSEMENT	60
6.1 OVERVIEW	60
6.2 PROCESSES FOR EVALUATION/ENDORSEMENT OF TYPE 3 ACTIVITIES	62
<i>6.2.1 Challenges</i>	<i>63</i>
6.3 RESULTS OF ENDORSEMENT PROCESS	64
<i>6.3.1 Reasons for the low number of endorsed activities</i>	<i>65</i>
6.4 CRITERIA FOR AND VALIDITY/RELIABILITY OF EVALUATION OF PD ACTIVITIES	66
<i>6.4.1 Criteria</i>	<i>66</i>
<i>6.4.2 Validity/reliability of evaluation reports on PD activities</i>	<i>70</i>
6.5 PROVIDER APPROVAL	73
6.6 TYPE 1 /2 ACTIVITIES	75
6.7 CONCLUSION	77
CHAPTER 7: PROVIDER CAPACITY	79
7.1 BACKGROUND	79
7.2 STRATEGY FOR DETERMINING PROVIDER CAPACITY	80
CHAPTER 8: FINANCIAL INVESTMENT	82
CHAPTER 9: CONCLUSIONS AND RECOMMENDATIONS	84
9.1 INTRODUCTION	84
9.2 VIEWS ON READINESS FOR ROLL OUT	84
9.3 KEY QUESTIONS FOR ROLL-OUT	86
<i>9.3.1 Is the education system ready for the implementation of the CPTD management system?</i>	<i>86</i>



<i>9.3 2 Could the system be modified to fit the state of readiness of the education system?</i>	87
<i>9.3 3 Can the CPTD management system be implemented piecemeal?</i>	89
<i>9.3 4 Is SACE ready for the roll out of the CPTD management system?</i>	90
9.4 RISK ASSESSMENT FOR ROLL OUT	91
APPENDIX: TRACEABILITY MATRIX	96





List of Tables

Table 1: Guidelines for selecting districts	17
Table 2: Number of pilot schools per province	18
Table 3: Geographic Location	19
Table 4: Summary of pilot activity per province.....	21
Table 5: Provincial resource persons	25
Table 6: Establishment and functioning of provincial and district pilot structures.....	27
Table 7: Type 1 and 2 PD activity forms.....	28
Table 8: Advocacy activities in provinces.....	31
Table 9: Views of provinces on readiness for roll out.....	38
Table 10: Evaluation and Endorsement of activities July 2009 - May 2011.....	64
Table 11: Mapping of current criteria against first version of criteria.....	66
Table 12: Risk management in pilot with recommendations for future.....	91





Acknowledgements

The Status Report has been prepared under the direction of the SACE/DBE CPTD Task Team which has full responsibility for its contents.

The Task Team expresses its deep appreciation to the Saide project team: Tessa Welch, Project Leader; Ephraim Mhlanga, Senior Researcher, Telephonic Interviewer; Greig Krull, IT Systems Expert.

The Task Team thanks all those who contributed to the report through interviews, provision of documents and comments on successive drafts.



Chapter 1: Introduction

1.1 Background


The Status Report has been prepared by the CPTD Task Team for submission to the principals of the Department of Basic Education and the South African Council for Educators respectively.

A Ministerial Committee on Teacher Education (MCTE) was appointed by the Minister of Education in 2003 to investigate and develop a teacher education and development framework for the country. The committee reported in December 2004. After wide consultation the Minister gazetted the *National Policy Framework on Teacher Education and Development* (NPFTED) on 26 April 2011.

The NPFTED introduced new policy for the Initial Professional Education for Teachers (IPET) and the Continuing Professional Teacher Development (CPTD) systems. For the purpose of this report the focus will be on the CPTD management system. The NPFTED summarized the new system as follows:

“The new CPTD management system will:

- Ensure that current initiatives devoted to the professional development of teachers contribute more effectively and directly to the improvement of the quality of teaching;
- Emphasize and reinforce the professional status of teaching;
- Provide teachers with clear guidance about which Professional Development (PD) activities will contribute to their professional growth;
- Protect teachers from fraudulent providers; and
- Expand the range of activities that contribute to the




professional development of teachers.

“In the new system the South African Council for Educators (SACE), as the statutory body for professional educators, will have overall responsibility for the implementation, management and quality assurance of the CPTD management system. SACE will be provided with the necessary resources and support to undertake that role. The PD points method is an internationally recognised technique used by professional bodies in many fields to acknowledge their members’ continuing professional development. Each teacher will be expected to earn a target number of PD points in each successive three-year cycle by undertaking a variety of professional development activities, endorsed by SACE on grounds of their fitness of purpose and quality, that suit their own needs and requirements or that have been required by their employers” (paras. 52-53)


In January 2007 SACE and the Department of Education set up a joint task team (the CPTD Task Team) to oversee the development and planning of the CPTD management system, with members drawn from SACE, DBE and the Provincial Education Departments. The task team is advised by a multi-stakeholder Reference Group and is accountable to the SACE Council and the Minister of Basic Education and Council of Education Ministers. The task team’s work has continued until the present.

As a result the following developments have taken place:

- Establishment of the CPTD Unit at SACE
- Development of the CPTD Design Document – Version 13A (approved by the SACE Council and the Council of Education Ministers)

- 
- Development of the CPTD Information System (CPTD-IS), an ICT system managed by SACE that serves as the administrative and information hub of the CPTD Management System
 - Research Study on Teacher Development Practices in 36 schools in Free State, KwaZulu-Natal, and Western Cape (undertaken by CPTD for the Task Team)
 - Information Pack on the CPTD Research Study as advocacy material
 - Draft CPTD Endorsement Handbook (approved by the SACE Council)
 - CPTD management system Handbook (simplifying and replacing the design elements of Version 13A) (approved by the SACE Council)
 - CPTD Pilot in 13 districts and 145 schools in all 9 provinces, supported by all Provincial Education Departments
 - Pilot endorsement of providers' professional development activities
 - Incorporation of the CPTD Management System as an integral element in the *Integrated Strategic Planning Framework for Teacher Education and Development in South Africa, 2011 – 2025* (2011) which is endorsed by the Ministers of Basic Education and Higher Education and Training, SACE, ETDP-SETA, Education Deans Forum and all national teacher unions
 - Amendments to the SACE Act to reflect SACE's responsibility for the CPTD management system and to permit funding of SACE from the fiscus.

The Department of Education and subsequently the Department of Basic Education provided SACE with grant funds to support the CPTD development work, in line with a commitment made in the NPFTED. In the 2010/11 financial year this financial support was seriously curtailed, mainly



as a result of the effect of the international recession on government budgets. As a result the CPTD Pilot programme could not be completed as planned.

This report has been prepared both as a narrative record of developments and as a professional appraisal of the condition of the project after five years of development and a major though far from complete attempt at a national pilot. It gives particular attention to:

- An analysis of funding allocations to SACE for CPTD;
- An assessment of completed and uncompleted CPTD Pilot processes against objectives, targets and constraints;
- A conclusion which assesses the state of readiness of the main CPTD management system elements for large-scale roll-out of the system.


1.2 Methodology

The methodology consisted of document review and interviews with key players in CPTD management system development and the pilot between 2009 and 2011.

In addition, a high level evaluation of the functionality, usability and utility of the SACE CPTD IS was conducted by an IT systems expert.

The following documents were reviewed

- Report of the Ministerial Committee on Teacher Education (2005)
- NPFTED (April 2007);
- CPTD Design (Version 13A);
- CPTD Draft Endorsement Handbook (10 November 2008);
- CPTD-IS documents;
- CEPD Report on CPTD Research Study (2008);

- 
- CPTD Management System Handbook (draft 4 Final, September 2010);
 - Reports on the Pilot by Provincial Pilot Coordinators;
 - Draft CPTD Status Report (2011);
 - SACE Act no 31 of 2000 and Basic Education Laws Amendment Act, 2011;
 - CPTD Advocacy plan and report
 - Provider Forum Proposal
 - SACE Guidelines to evaluators
 - Application form for providers
 - Application for approval as a service provider
 - Selected evaluated professional development activities.

1.3 Limitations of report


The report was prepared once the pilot was done, and hence does not constitute a formal evaluation of the pilot. In particular, the voices of teachers involved in the pilot are seriously under-represented.


The report has been compiled mainly from secondary sources. Formal provincial pilot reports were, with one exception, scanty, and were substituted by verbal information from the provincial coordinators. Triangulation of information was not in all cases possible.

The review of evaluated PD activities was limited.

1.4 Conceptualisation of the CPTD management system

The clearest articulation of the principles underpinning the CPTD management system appears in the document entitled the Design of the Continuing Professional Teacher Development (CPTD) System Version 13A (p.14):

- 
1. The system is facilitating and encouraging. **Teachers are key agents of their own professional development** in a democratic, quality education system, and the CPTD management system empowers teachers to re-affirm and consolidate their professionalism.
 2. The system **expands the conception of professional development**. CPTD comprises far more than formal qualifications and employer-provided training courses and workshops.
 3. The CPTD management system provides an **enabling environment** for quality professional development work, with special consideration for educators working in rural and disadvantaged areas. It does not prevent current PD activity, whether compulsory or voluntary, but identifies and rewards PD activities that contribute to the improvement of professional practices.
 4. CPTD activities satisfy **individual teachers' professional aspirations** as well as contributing to **learner achievement**, the **needs of schools** and the entire education system.
 5. Earning **professional development points is a means to the end** of enabling teachers to develop their professional competences and fulfil their normal employee and professional duties. It does not distract them from their core responsibilities and does not increase the workload on an already-stressed profession.
 6. **Employers pay** for employees' compulsory PD activities.
 7. The system does **not impose additional financial costs** on individual teachers. Teachers ought to be able to earn the required number of PD points in a cycle at no financial cost to themselves. Some teachers may wish to invest their own funds in aspects of their professional development but the success of the CPTD management system must not depend on teachers' willingness or ability to do so.

- 
8. Policy priorities are promoted by **dedicated funding** of CPTD activities by national and provincial Departments of Education.
 9. The time required for professional development should be kept under review in relation to teachers' overall workload and their primary responsibility for teaching.


The system is meant to be encouraging and manageable for teachers in terms of time and money. It is meant to broaden the conception of what counts as professional development and respect teachers' professional autonomy while at the same time meeting the needs of the profession and the education system as a whole. However, it took quite some time to arrive at this articulation, and it is worth briefly considering the origin of the system as a way of understanding its current form.

Originally, the notion of the construction of a CPTD management system emerged from the work of the Ministerial Committee on Teacher Education (MCTE) from which the National Policy Framework for Teacher Education and Development (NPFTED) was published in 2007. This policy motivated for five categories of teacher professional development activities – school-led, employer-led, qualifications based, other providers, self-chosen – to be managed by SACE as part of its responsibility for teacher professional development. The phrasing of the NPFTED was:

53. The South African Council for Educators, as the statutory body for professional educators, will have overall responsibility of the implementation, management and quality assurance of the CPTD management system.

As the co-chair of the SACE/DBE CPTD Task Team pointed out in his reflection on the history of the conceptualisation of the system,

One of the first conceptual issues that the MCTE had to deal with was that the SACE CPTD management system is not a provisioning system; it is a management system. It was difficult to get across, particularly in the reference group, where teachers had the view that the system was what




they needed and demanded from the employer – the demand to be developed. This had its origins in the early history of SACE. Initially SACE was meant to deal with the registration of educators and ethics. But later professional development was added, but it was carefully phrased: SACE was to **promote**, not **provide** professional development.

The second concept was that of the points system. The MCTE managed to persuade all concerned that the professional development (PD) points system adopted in a number of other sectors should be applied to teachers in South Africa. The points system 'caught on' and quickly became pivotal.

The third concept was that professional development is not just about courses. It starts with the educator, and whatever the educator does must be honoured and recognised by the system. This gave rise to the different categories of PD, which evolved over time into three categories – teacher initiated, school initiated, and externally initiated PD. In a profession, even if it is only an aspirational profession, you have to have the capacity for self-development, self-awareness, and self-criticism. The CPTD management system is a means of ensuring that teachers are aware of their obligations in respect of professional development, as well as given the opportunity to demonstrate this and be recognised for it.

Conceptualisation of the CPTD management system was undertaken from 2007 by a joint Department of Education/SACE task team, which produced various versions of a design document, culminating in Version 13A (10 June 2008) which was approved at the Heads of Education Departments Committee (HEDCOM) and the Council of Education Ministers (CEM). Simultaneously, detailed work was undertaken by the Endorsement Working Group on an Endorsement Handbook (1 June 2009), which set out criteria, processes and structures for endorsement and allocation of points to professional development activities.

At the Summit on Teacher Development in July 2009, the message was driven home that the responsibility for teacher professional development was a shared responsibility between the Department of Education, SACE,



the unions and the HEIs and other providers. A new plan for teacher development (the *Integrated Strategic Planning Framework for Teacher Education and Development*) emerged which emphasised the National Institute for Curriculum and Professional Development (NICPD) and an ICT system which would be a platform to access courses and self-assessments. The Department would be responsible for Continuing Professional Development, and SACE for quality management of the CPTD management system.


It was against this background, as well as a plea for a simplification of the system, that the CPTD Task Team worked on a user-friendly Handbook (Version 4, September 2010), which brought together the Endorsement Handbook and the CPTD design document version into a single document framed according to the kinds of questions that users would typically ask.

The critical question was how to operationalize this for 420 000 teachers. Much time in the task team was spent clarifying conceptual design issues, as well as building in some of the managerial detail. The CPTD Handbook was a product of this work – an accessible guide to the CPTD management system

Although the piloting of the CPTD management system has been proceeding in terms of the CPTD Management System Handbook, which SACE has approved, it has not yet been formally approved by HEDCOM and CEM.

1.5 Changes over time

The purpose and underlying principles of the CPTD management system have remained constant since 2005, when it was first conceived by the Ministerial Committee on Teacher Education. However, there have been a number of changes over time.



The role of SACE has been extended.

Firstly, the legislation has expanded the role of SACE in terms of professional development. In terms of the SACE Act, no 31 of 2000, Section 5 (b) (iv) SACE was required to promote in-service training of all educators.


In the Basic Education Laws Amendment Act of 2011, this requirement is considerably strengthened. The SACE Act has been amended to provide that SACE "must manage a system for the promotion of the continuing professional development of all educators".

Furthermore, whereas SACE previously had to run solely on registration fees from its members and donations, the SACE Act now provides that SACE may be funded by money appropriated by Parliament.

Secondly, the quality management role of SACE has been extended. According to the 2010 Handbook, SACE must have a process for approval of providers, not simply the endorsement of their professional development activities. This change is discussed in more detail under the section on Endorsement in this report.

The joint responsibility for teacher professional development is being emphasized strongly.

One of the effects of the 2009 Teacher Development Summit was that the responsibility for teacher development was seen to a much greater extent as a shared responsibility not only between SACE and the Departments of Education, but the unions, the HEIs, the corporate sector, NGOs and other providers as well.




In the *Integrated Strategic Planning Framework for Teacher Education and Development* that followed the Summit, a clear distinction was made between the provision of Continuing Professional Development (CPD), and the management of the Continuing Professional Teacher Development (CPTD) system. The former is the responsibility of the departments of education and other providers, and the latter is the responsibility of SACE.

The change of political leadership in 2009 and separation of a single Department of Education into two separate Departments has created different expectations of the CPTD management system.

The Minister is committed to showing results in terms of *Action Plan to 2014*. The points system is one of many factors (including post provisioning, functionality of schools etc) that affect learner performance. Although the relationship between the CPTD management system and learner performance may be tangential, it is expected that SACE will show a clear link between participation of teachers in the CPTD management system and improved learner performance. The link between the CPTD points system, teacher quality and teacher effectiveness also has to be much clearer. This is a difficult expectation to meet. Unless parallel research is carried out to establish the kind of activities that enhance learner achievement, it is not entirely clear how the link between a SACE CPTD management system and learner achievement is to be measured.

SACE's position is that professional development will ultimately influence learner achievement, but not immediately. SACE is not doing performance management of the teachers, so they are not in a position to know if there has been improvement. SACE is asking PEDs to have dedicated directorates for teacher development, but the Superintendents-General (SGs) may judge SACE on short term gains in learner achievement. Teacher priority and school priority activities also receive far less attention than externally provided activities.



The SACE process involves receiving the applications from providers, going through the endorsement process, allocating it PD points, and putting it on the database. SACE has no power to intervene and require teachers to take the course. It is up to the teacher to decide which course they need to take. The DBE by contrast introduces a programme such as Foundations for Learning, and then assesses the results using the Annual National Assessments.


However, this does not mean that SACE is not concerned about improving learner achievement. The critical issue is **when** the impact on learner achievement is expected to be evident.

Moreover, the SACE council views learner achievement as only one objective of teacher development. Other objectives include the inculcation of appropriate attitudes and values, the holistic development of both learners and teachers, and improvements in teaching and in the entire experience of schooling.

The design of the system has evolved through the hard work of the joint SACE/DBE Task Team to fine tune design for implementation.

- The rule to have at least 30 points in a three year cycle for externally initiated PD activities has been suspended until there are sufficient externally provided PD activities to make this rule fair;
- Teachers will not, in the short term, be sanctioned for not meeting the target of 150 PD points in a three year cycle. (They will be accountable to SACE, but it is not yet clear what this will mean in practice.);
- The criteria and processes for endorsement have been simplified;
- The conceptualisation of type 1 and 2 activities has been modified.

The last two points will be discussed in detail in the section on Endorsement in this report. However, with regard to the other changes, the question needs to be asked whether the dropping of these




requirements undermines the system and makes its potential for impact merely symbolic.

On the other hand, there may be merit in easing teachers into the CPTD management system as they are conscientised about the intrinsic value of PD. In the initial roll out phase teachers may need to be persuaded and invited to participate. Then, as buy-in is secured and teachers begin to thrive in the new system, more rigour, detail and requirements will be introduced. To have a fully-fledged system upfront and a set of stringent requirements for CPTD may therefore not be desirable. System glitches, access difficulties, and lack of understanding and buy-in would render the project still-born.

1.6 The 2008 'pilot'/research report

In 2008 the CPTD Task Team commissioned the services of the Centre for Education Policy Development (CEPD) to conduct a pilot study on the Continuing Professional Teacher Development System. The study was undertaken in 37 schools in three provinces (KwaZulu-Natal, Free State and Western Cape) which volunteered to participate in the study. The study was guided by four research questions:

- What is the scope, quality and frequency of teachers' current PD activities across the three priority areas?
- What are the practical implications of advocating, introducing and administering the PD points system in schools?
- What support systems (ICT, information, management, access to programmes, school-planning) must be in place in schools to ensure effective implementation of the system?
- What design modifications are needed to ensure efficient operation of the endorsement and PD points processes?



A comprehensive report was produced which shed light on the scope, quality and frequency of teachers' professional development activities, the practical implications of advocating, introducing and administering the PD points system in schools and the design modifications needed to ensure efficient operation of the endorsement processes.

Key lessons from the research

1. Implementation should not be rushed. More research was needed to inform an effective roll-out of the CPTD management system. In order to implement, a lot more advocacy and communication is needed. Also the Information System has to be ready.
2. Teacher development tends to be seen by teachers as a one-way street where the department is the main or only provider.
3. Very few teachers fund their own professional development. Almost exclusively, teacher development is sponsored by the PED.


The task team decided that the project had not been a "pilot" in the strict sense of the word, but a research study, because all the elements of the management system had not been in place and ready for testing. Nevertheless the findings of the study were an invaluable reality check and influenced the task team's further development work.

In the light of research study report, the SACE council recommended that a full CPTD pilot be planned and conducted to cover all areas of the CPTD management system and all nine provinces.

1.7 The 2009 pilot

1.7.1 Background

The purpose of the pilot – to be run from July 2009 to October 2010 (but later extended to the end of 2011) - was to test the capacity and state of readiness of the following components:

- 
1. Endorsement processes: the effectiveness of the Interim Endorsement Committee and Endorsement Unit which will include testing the provisions of the CPTD management system handbook, the endorsement of PD activities by the Interim Endorsement Committee and the allocation of PD points to such activities as indicated.
 2. CPTD-IS: the functionality of all aspects of the CPTD ICT system.
 3. Management, administrative and support capacity: personnel, skills, systems, infrastructure in SACE, schools, district offices.
 4. Advocacy and communication: levels of understanding and buy-in among teachers, principals, district offices, teachers' organizations, providers.
 5. Provider capacity: personnel, skills, systems, infrastructure in HEIs, NGOs, privates, PEDs, teachers' unions.
 6. Investment: funds invested in PD activities by DoE, PEDs, other employers, other funders, and teachers; and on what kinds of PD activities


1.7.2 Provincial pilot management structures

National Level

SACE played the role of managing the CPTD management system with the support of the Departments of Education. The SACE-DBE Task Team played an oversight role, while the CPTD Reference Group advised the Task Team on a number of issues.

Provincial Level

Overall responsibility for the pilot fell to the nine Provincial Pilot Coordinators located within the Provincial Education Departments. With the exception of one (KZN – seconded to the position), these were the officials in charge of teacher development in the province and members of



the HEDCOM subcommittee on teacher development. They were responsible for:

- leading and guiding the pilot in their province;
- facilitating co-ordination of PED support for the pilot districts and schools;
- maintaining liaison with all stakeholder bodies; and ensuring the flow of information about CPTD and the pilot to all pilot participants.

The governance structure for each pilot was the Provincial Pilot Coordinating Committee (PPCC), consisting of various stakeholders. The responsibility of the PPCC was to:

- Oversee the pilot activities at provincial level;
- Provide the necessary support to the pilot processes (e.g. advocacy, school visits, orientations of schools/teachers, feedback, reports)
- Provide the necessary advice to the district/s on the pilot;
- Ensure close communication with pilot schools;
- Advocate the CPTD management system and the pilot in their own constituencies, and the entire district.

There were also District Pilot Coordinating Committees (DPCCs) reporting to the PPCC, and liaising directly with the schools.

School Level

The provincial pilot coordinators managed the pilot with the assistance of between two and five provincial resource persons. The key responsibility of these resource persons was advocacy and support work with the schools.

Each school had two lead participants who were responsible for coordinating the pilot at school level. The provincial pilot coordinators managed the process of nominating the lead participants. All in all, the pilot had 190 lead participants.

1.7.3 District and school selection

The pilot study took place in 13 districts and 146 schools across the country with over 3963 educators participating. The nine provinces played a central role in selecting the pilot districts and schools. It is important to note that the logistical and cost factors were taken into account when selecting districts, and it was agreed to conduct the pilot in one district (or two neighbouring districts) in each province. This enabled a detailed testing of how a whole district would be involved in the CPTD management system. In such a case, the districts were selected on a range as follows:

- urban (large city, smaller city),
- peri-urban (large town, small town),
- rural,
- deep rural.

Table 1: Guidelines for selecting districts

Province	Type of District to be Selected	Selected District
Western Cape	District with large city	Metropole South
Eastern Cape	District with small city	East London
Free State	District with large town	Motheo
Northern Cape	District with small town	Francis Baard and Pixley ka

Province	Type of District to be Selected	Selected District
		Seme
North West	Rural district	Dr. Kenneth Kaunda and Bojanala
KwaZulu-Natal	Deep rural district	Vryheid and Empangeni
Gauteng	District with medium sized town	Tshwane South and Gauteng North
Limpopo	Rural district	Capricorn
Mpumalanga	Deep rural district	Ehlanzeni

The schools were selected from all nine provinces and spread throughout all the school types in the country. The following table shows types of pilot schools in each province.

Table 2: Number of pilot schools per province


Province	Special	Primary	Combined	Secondary	Independent	Total
EC	01	09	02	06	02	20 (13,7%)
FS	01	08	-	03		12 (8,2%)
GP	02	09	-	08	02	21 (14,4%)
KZN	01	11	03	09		24 (16,4%)
LP	01	10	01	06	02	20 (13,7%)

Province	Special	Primary	Combined	Secondary	Independent	Total
MP	-	06	03	03		12 (8,2%)
NC	01	05	01	05		12 (8,2%)
NW	01	03	-	06	02	12 (8,2%)
WC	02	06	-	04	01	13 (8,9%)
Total	11 7.5%	65 44.5%	9 6.2%	53 36.3%	8 5.5%	146


In addition, the selection of schools was varied in terms of location and quintile. It was also inclusive of all current and ex-departments of education. The sample was representative of different districts and schools per province from the 5 quintiles. The pilot schools were drawn from urban, peri-urban, rural and deep rural areas; across ex-departments; both affluent and poor independent schools, at least 1 primary school with Grade R classes, a secondary school, a special school and a full-service school. Table 3 shows the number of schools according to their geographic locations.

Table 3: Geographic Location

Location	Number
Urban	63 (43%)
Rural	44 30%)
Peri-urban	18 (12%)



Deep rural	21 (15%)
Total	146(100%)



Chapter 2: Findings from the provincial pilots

2.1 Overview of elements attempted

The purpose of the provincial pilot was to test and obtain feedback on the implementation of all six agreed elements in order to plan for roll out.

Although SACE Council approved this pilot, concerns were expressed that the pilot was premature because the full complement of personnel required for the system had not been mobilized, and not all the elements were ready to be tested.

The pilot was intended to run between 2009 and 2010. However, it was extended to 2012. The reasons for the delays and what was described as a 'stop-start' process were:

- Poor communication between SACE and the provinces
- Problems in provinces themselves (such as recruiting the resource persons)
- Changes in the conceptualisation of the pilot
- Hiatus in funding from the DBE.

In addition, the CPTD Management System Handbook which contained a list of Type 1 and 2 activities to be tested in the pilot was prepared by September 2010, so could only be circulated to the pilot schools in 2011.

The summary below shows that all elements originally intended to be tested through the pilot could not be fully tested in the provinces.

Table 4: Summary of pilot activity per province

Element (indicator of success)	Extent to which element was tested
--------------------------------	------------------------------------

Element (indicator of success)	Extent to which element was tested
<p>Endorsement</p> <p>Type 1 and 2 PD activities recorded by teachers and returned to SACE for analysis</p>	<p>Forms from 4 provinces (KZN, WC, Gau, NW) were available for review</p> <p>NC, Mpu, EC reported filling in the forms, but these were not provided for review</p>
<p>CPTD IS</p> <p>Electronic sign-up of all teachers in 145 pilot schools successful</p>	<p>All provinces reported attempting electronic sign up,</p> <p>In all except WC, provinces had to revert to manual sign-up.</p>
<p>Management</p> <p>PPCC and DPCCs established and functioning and working with relevant district/s</p> <p>Resource persons appointed timeously and adequately funded to complete work</p>	<p>PPCCs in all provinces.</p> <p>In NC, no DPCC, but coordinator worked with circuit and IQMS coordinators.</p> <p>All 9 provinces appointed resource persons (though this was delayed in two provinces – NC and Limpopo)-</p>
<p>Advocacy and communication</p> <p>Advocacy meetings in pilot schools</p> <p>Feedback received to gauge level of understanding and buy-in from schools</p>	<p>All provinces except Limpopo had advocacy meetings in schools</p>
<p>Provider capacity</p>	<p>Not tested in any province</p>
<p>Financial investment</p> <p>Funds available for teachers to undertake professional development in province</p>	<p>Not tested</p>

The above table reveals two important points:

- Two of the six elements of the pilot were not tested in any of the provinces.
- Only one province (Western Cape) was able to test the CPTD IS adequately.

The provincial pilot coordinators were responsible for the implementation of the pilot in each of the provinces. However, although central to teacher development, the provincial coordinators are answerable to their superiors in the Provincial Education Departments. Senior managers, not themselves engaged in teacher development might not see the implementation of the CPTD management system as a priority, and in some provinces might not have given all the provincial coordinators the necessary support either by their engagement in the processes, or by their facilitation of the necessary financial resources.

The following was gleaned from the reports and interviews regarding the level of senior management involvement per province:

Province	Engagement of senior officials	Facilitation of funding
Limpopo	Generally supportive.	There was lack of clarity about how resource persons would be reimbursed for travelling expenses, and this impacted on performance.
Northern Cape	Generally supportive.	Funds were set aside for the provincial pilot.
Eastern Cape	Leadership instability in the province resulted in the pilot being dormant for a period.	Provincial budget was set aside for the pilot to cover the costs, particularly travelling costs.
Gauteng	Not clear	The province had a budget for the activities, but this was not ring fenced and therefore was not spent as budgeted.
North West	Not clear	There was a provincial budget for the pilot.
Mpumalanga	Not clear.	The province did set aside some funds, but the operation of the pilot was affected by the lack of funding

Province	Engagement of senior officials	Facilitation of funding
		support from SACE.
Free State	Senior Management supported the Pilot. It thus became possible to make use of the IQMS Coordinators as resource persons for the pilot.	The line function budget of the directorate responsible for the pilot was available for use in relation to the activities of the pilot.
KwaZulu-Natal	Senior management authorised secondment of the Provincial Pilot Coordinator to oversee the pilot.	There was a provincial budget for the pilot.
Western Cape	Senior management authorised appointment of full-time paid resource persons, and were involved in all the PPCC meetings.	Ample funds were set aside for pilot – only a third of the budgeted funds were actually spent.

2.2 Findings from provinces

2.2.1 Management, administration and support

All provinces were able to set up the required structures and all provinces were able to appoint the agreed resource persons to conduct the pilot (although Northern Cape and Limpopo were delayed). Across the provinces, there appeared to be no difficulties with the lead participants in schools.

Resource persons

Effective resource persons were key to successful implementation of the pilot. As the Mpumalanga provincial coordinator commented,

These were the foot soldiers of the pilot – they made presentations at workshop, administered and collected questionnaires, they provided training to support pilot teachers.

A key challenge in most provinces was that, although there are SACE resource persons in the provinces, these are part time, and typically teachers. Most provinces have regulations that teachers are not allowed to be involved in activities during school time. Also teachers have other priorities. In the Limpopo, the pilot was delayed because an effort had to be made to find new resource people. Provinces which used teachers as resource persons (North West, Gauteng, Northern Cape, Limpopo) were not as successful as those who did not.

In the Free State, the provincial coordinator managed well by having IQMS officials in the department act as resource persons, but a similar approach in Mpumalanga was not successful – the officials from the curriculum section were moved elsewhere in the department, and hence the pilot ended up with one out of four original resource persons.

There was little disagreement about the roles of the resource persons, but variable accounts of their levels of commitment as tabulated below. The commitment is not directly related to payment. With regard to payment for expenses incurred, the table below shows that this was not done uniformly across provinces.

Table 5: Provincial resource persons

	Number and type of resource person	Payment arrangement	Reported commitment
E Cape	3 provincial officials	No payment requested	Mixed: often funded school visits from their own pockets; but also other competing priorities.

	Number and type of resource person	Payment arrangement	Reported commitment
Free State	4 officials in IQMS section	No payment requested	Satisfactory
Gauteng	3 teachers and 2 district officials	Payment system supposed to be place, but not tracked	Low – other priorities
KZN	4 district officials	Honorarium and travel paid	Satisfactory
Limpopo	3 curriculum officials, 2 teachers	No comment	Delay in appointment
Mpumalanga	4 curriculum district officials	Travel claims paid	Satisfactory until moved to another section
North West	Teachers	No payment	Low – other priorities
N Cape	Union choice: 2 full-time teachers; 1 shop-steward	Stipend and travel expenses requested but not received	Provincial coordinator did most of work because resource persons were full time matric teachers.
W Cape	2 full-time office-based educators (SES)	Employed in contract post by WCED	Good

Provincial and district level communication

Central to the success of the pilot in the province was the provincial pilot coordinator, but the districts also played their part.

In KZN, though there was a full-time seconded provincial pilot coordinator, there was lack of communication between him and the district officials who acted as resource persons, and this affected progress.

Gauteng reported similar lack of commitment at district level:

There was no capacity at district level because people did not take the pilot as a major task ... nothing concrete happened.

With regard to formation of the Provincial Pilot Coordinating Committee (PPCC) and the District Pilot Coordinating Committee (DPCC), Table 6 presents the picture.

Table 6: Establishment and functioning of provincial and district pilot structures

Province	PPCC established	Met regularly	Role in pilot
E Cape	Yes, with one DPCC	No	Not much
Free State	Yes, with one DPCC	No	Not much
Gauteng	Yes, with two DPCCs	Until industrial action in 2010 – monthly meetings before that	Advocacy
KZN	Yes, with 2 DPCCs	Fair	District selection; receiving reports on progress
Limpopo	Yes, with one DPCC	Fair	Advocacy
Mpumalanga	Yes, with DPCC	Fair	Advocacy; district selection
North West	Yes, with two DPCCs	No	Not much
N Cape	Yes, but not DPCC ¹	-	Choice of pilot schools; advocacy
W Cape	Yes, with one DPCC	Yes – quarterly	General oversight, planning, advocacy, feedback and review/reporting

¹ The provincial coordinator worked directly with the Circuit Managers and IQMS coordinators

Concluding comment

Key features of the most successful pilot (Western Cape) provide a useful conclusion to this section. For successful operation, there should be

- Provincially appointed and paid full-time resource persons doing the detailed work (not teachers);
- Regular meetings of the PPCC with detailed reporting on the progress of the pilot, and very strong lines of communication between province and SACE CPTD Task Team;
- Good communication between district pilot coordinator/s and provincial pilot coordinator;
- A provincial pilot coordinator who is focused on the leadership of the process, as well as monitoring, collecting feedback in a variety of ways, and putting in place measures to deal with unexpected occurrences;
- Careful reporting of feedback from the piloting process.

2.2.2 Endorsement

Filling in of the form for Type 1 and 2 activities was the key activity around which the piloting of this element in the provinces revolved. It was intended that teachers in each pilot school be asked to sign up on the CPTD IS (or a paper-based form for later uploading onto the system), and fill in and allocate points to the Type 1 and 2 activities in which they had been involved in 2011.

In the following table, information in the first column is based on reports from the provincial coordinators.

Table 7: Type 1 and 2 PD activity forms

Province	Completed during pilot	Points allocated on forms by
----------	------------------------	------------------------------


Province	Completed during pilot	Points allocated on forms by
Eastern Cape	Yes	-
Free State	Yes	-
Gauteng	Yes	1 school
KZN	Yes	2 schools
Limpopo	Yes	-
Mpumalanga	Yes	-
North West	Yes	All schools
Northern Cape	Yes	-
Western Cape	Yes	All schools

Both manual and electronic signup was attempted in the Western Cape.

The other provinces attempted manual signup only.

The following observations are made on the Type 1& 2 forms:

- A decision regarding the frequency of recording PD points for Type 1 and 2 activities (i.e. on a quarterly, or six month basis for example). The forms should be designed to indicate this – not have a mixture of per term and per year.
- In a single year, some teachers far exceeded 150 points on their listed activities. In future, it might be preferable to allocate a set number of points per category with a maximum of 30 point for all the categories under Type 1 and 30 points for all the categories under Type 2. Teachers would then list the activities they have done to justify the awarding of the set number of points for that category.



The provinces themselves made the following observations about the Type 1 and 2 activity lists:

- Teachers were generally positive about categories of activities (WC).
- The form was not user friendly to educators (NW).
- There was confusion about how to report the activities – for example, teachers did not know what an ‘educational article’ or ‘educational programme’ was; subject associations are called different things in different provinces (WC).
- Points allocation for the activities is problematic; eg for attending meetings (Gauteng, NCape); for reading (Mpumalanga, NCape). Teachers should really be describing their contributions to the meeting, or the nature of the reading – before points can be fairly allocated (KZN).
- List of activities is ‘exhaustive’ (Mpumalanga) and ‘forward looking’, embracing typical activities that happen in schools (KZN).
- EC reported that a lot of specific activities were not captured.
- Writing, researching and mentoring are sound activities that lead to teacher development (NCape).
- The descriptors should be defined better and then enforced (Mpumalanga).

Concluding comment

The categories and examples of Type 1 and 2 activities are, broadly speaking, relevant to the target audience in ways that the previous descriptions of PD activities are not. However, the wording and the points allocation need to be revised.

2.2.3 Advocacy and communication

SACE started the process with a centrally run workshop for provincial pilot coordinators and the resource persons (where these were timeously in place).

The following table summarises the advocacy efforts by the provinces.

Table 8: Advocacy activities in provinces

	Events	Materials	Comment from provincial coordinator
E Cape	Meetings with pilot schools (number not clear) Some broader advocacy with other stakeholders	SACE advocacy leaflet and documents	Limited media
Free State	Start up meeting of provincial pilot coordinator with all principals and resource persons Resource people followed up	SACE advocacy leaflet and handbook	
Gauteng	Meetings at pilot school level by district officials, pilot coordinator and resource person	Pilot resource packs, SACE CPTD flyers/material, and The Teacher article on the CPTD management system	Broader advocacy conducted by SACE officials with representatives from schools /districts
KZN	Meetings with district officials and teachers at school level	SACE advocacy leaflet but also developed own guiding manual	No tracking of whether information trickled down to grassroots after meetings
Limpopo	Through PPCC meeting only	Distribution of SACE leaflet to	No road show to individual schools

	Events	Materials	Comment from provincial coordinator
		schools	due to financial constraints
Mpuma-langa	Meetings at pilot school level with district officials and principals Some work beyond pilot schools – including union officials	SACE advocacy leaflet and other documents, as well as own manual tailored for province	Only 80 out of 240 teachers because of industrial action Needed radio to penetrate non pilot schools
North West	Meetings at pilot school level by resource persons as well as meetings with senior management	SACE advocacy leaflet Pilot resource packs	Centralised advocacy by SACE Advocacy workshops by resource persons at schools
N Cape	Meetings with principals (not all), as well as meetings with district and circuit managers	SACE advocacy material	Radio and television should have been used
W Cape	Introductory visit to pilot schools Bridging meeting at schools to address lag period since last engagement Identification and training of lead participants and district officials Design and distribution of CPTD info brochure and advocacy material Orientation and training of pilot school teachers and lead participants in sign up (manual and electronic)	SACE advocacy material	Strategy should have been diversified (mixture paper-based and electronic) and uniform across the provinces. Certificates of participation in pilot presented to schools.


	Events	Materials	Comment from provincial coordinator
	Orientation of lead participants to pilot questionnaire and administering of questionnaire Administering of CPTD PD points form on Type 1 & 2 activities		

Table 8 reveals the following:

- Most of the advocacy in the provinces was done at school level, mainly by the resource persons supported by the district officials. Limpopo, however, did the advocacy only at the level of the PPCC.
- The advocacy was largely restricted to the pilot schools – although Eastern Cape and Mpumalanga reported attempts to broaden this.
- Both Mpumalanga and KZN clearly attempted to tailor the centralised SACE material to their province by the provision of provincial CPTD manuals.
- Only from one of the provinces (Western Cape) was there a sense of an overall advocacy strategy – a planned series of meetings throughout the process, rather than advocacy and training and being left solely to the resource persons.

More interesting are the recorded responses of the teachers to the system, as reflected in the questions asked at the advocacy meetings. Province specific responses here are not important – it is the categories of responses that are significant, as they point to

- What issues advocacy should focus on in the future, as well as
- The workability of the CPTD management system.



With regard to the second point, one provincial coordinator asked whether the system will be implemented if the results of the pilot are not favourable.

Functioning of system

- How points would be verified (EC)
- Endorsement for subject advisor activities? (FS)
- If you reach the 150 points, what next? (Mp, NC)
- Too difficult to understand documents about system (NW)
- Difference between endorsement and accreditation (NC)
- 'The underpinning philosophy of continually improving oneself through lifelong learning is something teachers find difficult to understand' (NC)

Type 3 activities

- Accessible provision of Type 3 activities (WC), and
- Database of accredited PD activities (WC)
- Funding for PD activities (WC)


Type 1 and 2 activities

- In favour of inclusive approach recognising as deserving of PD points activities teachers are already doing (WC)

Incentives and sanctions

- Sanctions? (FS, WC)
- Incentives? (Gau, KZN, WC)
- How will teachers benefit? (WC)
- Buy in from various stakeholders is crucial (WC)

Relationship with IQMS

- 
- CPTD to replace IQMS? (EC, FS, KZN)
 - Links between CPTD and IQMS? (WC)
 - Potentially threatening rather than supportive (WC)

Administrative workload

- Paperwork and strain on teachers (FS, WC)
- Time not enough for prof dev (KZN)
- CPTD interferes with results focus (NW)

Internet access

- No internet at school (FS, NW)
- Educator capacity to manage IS not there (Mp)

SACE capacity


- Can't manage registration, how will it manage CPTD? (FS)
- Capacity/infrastructure of SACE to manage system (WC)

Concluding comment

The relationship between the existing performance management system (particularly IQMS) and the CPTD IS needs to be clarified. It is crucial that these two systems are clearly distinguished from each other, in terms of their actual purpose and desired outcomes.

The Mpumalanga and Eastern Cape provincial coordinators advise that teacher unions were indispensable to a successful advocacy strategy. Teachers, through the unions, have to lead the CPTD process – departmental structures are considered to be unstable due to frequent political changes.

Western Cape recommended that there be a uniform advocacy strategy targeting provincial departments, districts and schools in order to ensure



that information is accurately conveyed. More important than this is to help teachers understand 'the underpinning philosophy of continually improving oneself through lifelong learning.' (as mentioned by the coordinator from KwaZulu-Natal). If this is done, then the focus could be shifted from extrinsic rewards and sanctions.

2.2.4 Financial investment


In the absence of funding from the national level, PEDs were left to find the funds to implement the pilot. Some managed to do so (WC, KZN), but some did not have adequate funds to do a thorough job (Gauteng, NW, NC, Lim). One provincial coordinator mentioned that there needed to be stronger direction and a national plan from SACE. In his province it was suggested that they could not spend all their money for the pilot because of the absence of a national plan within which to work.

It appears on all the evidence that there is sufficient money for the CPTD management system pilot to have been supported, but provinces do not have the mechanisms to use it for the right purposes. In the equitable share budgetary allocation to the provinces, R400 million had been allocated for teacher development, a portion of which was earmarked for CPTD work. Only the Western Cape managed to allocate it effectively and spend it on the implementation of the pilot.

2.2.5 Provider capacity

None of the provinces tested this element.

KZN reported that on a scarcity of providers in the province – the Ikhwezi Centre being the 'only provider' besides the subject advisors. In the Northern Cape the issue of endorsement of support provided by the Learning Area Managers came up.



Western Cape recommended that the hosting of a provider forum by SACE at provincial level must take place as a matter of priority. Through such a forum, all existing and potential providers will be informed of criteria, processes and procedures regarding approval and endorsement of PD activities.

2.2.6 CPTD IS

All provinces attempted to use the CPTD IS, but in Limpopo, only office-based educators attempted this. Most provinces reported severe difficulties with using the system: slowness, not opening, premature timing out. For example, NC attempted to use the CPTD IS, but were unable, even with support from the SACE CPTD Coordinator, to get beyond login.

Subsequent to being interviewed, the Eastern Cape provincial coordinator reported that the provincial IP platform refused access to the self service portal because the URL contains the work 'demo', which is blocked because it is read as being video, using too much bandwidth.

Only one province (WC) had a proper strategy for training lead participants and teachers. In this province, the PPCC and DPCC were actively involved in the training workshop for lead participants and identified district officials on the CPTD IS. Eighty five percent of the 336 pilot teachers attended the training sessions on the manual and electronic sign up. Only 49% of these managed to sign up electronically. Problems included:

- Faults in the system itself
- Vandalism and theft
- Reliable connectivity (schools have no budget for this – all funds go on LTSM).

Concluding comment

The following recommendations made by the Western Cape are appropriate:

- Technical challenges identified will need to be adequately addressed by SACE in order to ensure readiness of all aspects of the CPTD-IS.
- The capacity of SACE to effectively maintain and administer the IS must be guaranteed.
- There must be adequate training of teachers to effectively utilise available ICT infrastructure for CPTD purposes.

2.3 Readiness for roll out

The following table summarises the response of the provincial coordinators to the question on whether their particular province is ready for roll-out.

Table 9: Views of provinces on readiness for roll out

	Advice on roll out	Cautions	Ready?
E Cape	<ul style="list-style-type: none">• Unions to play the leading role in advocacy – roll out through the unions• In each province, central launch with broad stakeholders• At least 6 months to prepare the structures, do advocacy, identify service providers, and log in educators to the system• Refine endorsement process• Then phased in roll-out, starting with 2 or 3 districts and expanding as systems improve	The capacity of the information system to cope with a nation-wide system is questionable	No

	Advice on roll out	Cautions	Ready?
Free State	<ul style="list-style-type: none"> • Expand capacity • Buy-in from different sections in the department to conduct advocacy in all schools • Province –wide advocacy on the importance of PD and the different activities that count as PD 	If advocacy can't announce when PD points collection is starting to count, then the only incentive for participation is missing	No
Gauteng	<ul style="list-style-type: none"> • Phase in roll-out – gradually expanding the districts as capacity and resources improve • Multimedia advocacy – radio, television, and sms 		No
KZN	<ul style="list-style-type: none"> • Re-visit school management structures to re-define the role of heads of departments to promote teacher development activities around the various disciplines 	<p>Unless teacher buy in to continuous improvement through professional development is achieved, system will not succeed</p> <p>The capacity of the IS to sustain a nation-wide intervention is questionable</p>	Yes and no
Limpopo	<ul style="list-style-type: none"> • The system is IT based, so nothing has to be done at provincial level • Teachers should be able to login and record points using their mobile phones 		No direct opinion


	Advice on roll out	Cautions	Ready?
Mpuma- langa	<ul style="list-style-type: none"> • Should be phased in, starting with 500 teachers so that systems can be tested and improved • Should have a database of enough service providers with endorsed activities • Ensure that budget and human resources are in place • Do more advocacy through the unions 		No direct opinion
North West	<ul style="list-style-type: none"> • Expand range and media of advocacy activities 		No
N Cape	<ul style="list-style-type: none"> • Roll-out should be phased in 		No
W Cape	<ul style="list-style-type: none"> • Roll-out should be phased in 	All the elements of the system need to be tested fully before roll out	Not in 2013. Perhaps 2014


Conclusions about readiness for roll out

The above table indicates clearly that the people mainly responsible for coordinating the pilot, the provincial coordinators, are of the opinion that the system is not yet ready for roll out, and that even 2013 is optimistic as a start date. There are two themes running through the comments above

- the need for extensive advocacy and preparation, and
- the need for a phased in approach.

The cautions that came from the provinces are also important:

- 
- The Western Cape makes the point that the 2009-2011 pilot was not complete – all the elements were not tested. The implication of this is that there is need for another pilot that actually tests what it was meant to test.
 - Both KZN and Eastern Cape make the point that a key element is the Information System – there are doubts about whether it is sufficiently robust to take the ‘traffic’ for full roll out. For teachers, access to registration and uploading of PD points has to be mobile enabled (see Limpopo).
 - There is wisdom in the comment from KZN – the success of the system depends on buy-in from the teachers at a deep level – not buy-in to the points system only, but buy-in to the importance of continuous professional development. The advocacy has to be about this – not just about the technical details of sign-up, points allocation, and accumulation of PD points.
 - Under the current structure, SACE does not have the capacity to cope with country-wide roll-out. It needs a much stronger provincial presence.



Chapter 3: CPTD IS

3.1 Development of the CPTD IS

As part of the implementation of the SACE CPTD management system, a need was identified for an information system. A successful PD points system, particularly for a large number of users, depends on a robust and user-friendly digital information management system.


The DBE provided the funding, SACE put out a tender and AccTech Systems was selected to develop the system on the basis both of their extensive business systems experience and international footprint.

There are two web interfaces available for the system:

- Customer Relationship Management (CRM) System – for SACE office users
- Self-service Portal – for Educators, Schools, Providers and Evaluators.

The development of the system was done interactively, with demonstrations, critique and feedback. One professional IT person worked in the SACE offices to help.

The system was designed, tested, corrected, and signed off, and then there was one year free trial, with support from the service provider. Thereafter, SACE was required to pay for a license to operate the system, and to receive service. However, a decision was taken not to use the free support in 2011, because of the hiatus in DBE funding. At the very time that the provinces were meant to be trialling the electronic sign up, support from the provider was not accessible. During that time, Acc Tech systems should also have been training SACE staff to use the system.




As reported in the previous chapter, only one province managed electronic sign up with the teachers (Western Cape – 190 teachers). The other data was captured on the CRM from the manual sign up forms at SACE head office (approximately 640 teachers put on the system in this way). A number of problems were discovered during this process. Teachers have to have a recognised SACE number in order to sign up, but often there are problems such as the ID number doesn't match with ID number in registration data; teachers change their surnames, and the system doesn't recognise the new name; or teachers are not SACE registered.

The initial decision was to keep the professional development system separate from the registration database, because the registration database is unreliable, out of date and full of 'bugs'. The data gathered for the PD system would assist SACE to clean up the registration database. However, midway through, a decision was taken to import registration data manually into the CPTD management system in order to cross check the data on the manual sign up forms. 390 345 imported records are available on the CPTD management system.

Finally the system was adjusted to enable teachers to sign up for CPTD without a registration number, filling in their own data.

Providers were not able to sign up during the pilot. However, the system allowed providers to view the status of their activities and to add on personal information.

Recording of providers and endorsed activities has been done on the CRM. SACE is not yet able to afford the providers a chance to apply online. The service provider is working on this.



3.2 High level review of CPTD IS in March 2012

This review addresses three aspects:

- Functionality (Does the system do what it is required to do?),
- Usability (Is the system useable by the intended audience?) and
- Utility (Does the system deliver business benefit for the organisation?).

There is also a discussion of how this system fits in with other emerging systems.

3.2.1 Data gathering

The information in this review was compiled from interviews with SACE Professional Development Staff and AccTech consultants. The following documents were reviewed:

- SACE Application Form (Paper)
- CPTD Educator Manual Sign-up Form (Paper)
- CPTD Provider Endorsement Application Form (Paper – Form 2) and Application Form for Providers Endorsement of a Continuing Professional Teacher Development Activity (Paper)
- SACE Application For Approval as a Service Provider for Continuing Professional Teacher Development Activities (Paper)
- Provincial CPTD Pilot Reports (Period: 1 June – 30 June 2011)
- SACE CPTD IS User Requirements Specification V0.21
- SACE CRM Systems Requirements Specification Document V1.0
- SACE CPTD management system Changes V1.0
- Training Document for SACE v1.0

3.2.2 System functionality


This aspect of the review aims to determine whether the system does what it is supposed to do.

The system enables Educators, Providers and Schools to view and maintain data themselves via the self-service portal. SACE Staff members are able to manage the system data and queries via the CRM system. In order to assess whether the project scope and requirements remained the same during the development of the system, a traceability matrix was compiled for CPTD-IS. The traceability matrix can be found in Appendix 1 and traces the user requirements being translated into functional requirements that are implemented once the system has been developed.

During the review, the following functionality issues were identified:

1. A decision was taken to enable Educators to sign up online by using either an Identity Number or SACE Registration Number. Previously, if an Educator or Service Provider tried to sign up and their details were not found in the CRM system, they were unable to create an account. This led to manual intervention by SACE staff and confusion for Educators and Providers. Although this change solves this problem, it does create the issue of having a temporary SACE number and a Permanent number, as well as the higher risk of data integrity issues. Most Educator queries in the system are around registration and temporary sign-ups.
2. There does not appear to be a formal Change Control process in place for all system change requests (both major and minor)². This has resulted in making changes that created further problems (for example, the decision to allow teachers to sign up with a temporary registration number, because the system did not recognise their current SACE

² According to the SACE CEO, there is a formal process – the Council authorised the decision to allow sign up with temporary SACE registration numbers.



registration number; this means a great deal of work down the line matching the temporary with the actual numbers³).


3. SMS functionality has been set-up to communicate with system users. However there has not been any use of this function. It is not clear how this functionality will be used.
4. Although not listed as a system requirement, a possible enhancement to the system is to include the Qualification Validation process (currently performed manually). This may streamline the validation process and ensure easy storage and retrieval of information.
5. Activities: Currently Schools and Educators can only search by Activity Name. They cannot search by Provider, Place of Delivery, and Language etc.
6. Reports: The system generated system errors when attempting to run a report.

3.2.3 System integration

This aspect of the review aims to determine how well the system integrates with other systems. During the review, the following integration issues were identified:

1. Educator Data stored by SACE Registration system is very similar to the CPTD management system. The functionality of the two systems is almost the same. In fact a manual copy of Registration Information Database was copied into the CPTD management system in January 2012. However there is currently no integration between the two systems. However there were issues with the integrity of the data in the Registration system (outdated data e.g. surname changes due to marriage).

³ The SACE CEO stated that the issue of teachers having a temporary SACE number and a permanent number is positively viewed by Council because there is no jam-up for a teacher to sign in; and the office has an opportunity then to correct and update its data. So while the integrity of the data based is not restored on the spot, it will be in due course. The main point is to minimize the frustrations of the teacher.


- 
2. School Data has been imported from the EMIS system. However, there is no integration between the systems to ensure the on-going validity of school data.

3.2.4 Usability

This aspect of the review aims to determine whether the system is usable by the intended audience. Currently the system is being used by SACE staff and only a small proportion of possible Educators and Providers (until system is rolled out fully). During the review, the following usability issues were identified:

1. The network required to access the system is an important issue. Currently, SACE users themselves struggle to access the system and perform functions due to slow network speeds. Although there are plans to remedy this at SACE in the future with their Internet Service Provider, it raises serious concerns regarding access for Educators and Providers, particularly in areas outside of urban areas that have good connectivity/good bandwidth. A major challenge experienced in the pilots was the “slowness” of the system.
2. The capability and scalability of the system servers was not assessed during this review, however it is recommended that this be done prior to full roll-out. It needs to be determined whether the system has the required robustness to manage the volume of data traffic when the system is rolled out to all users⁴. It is recommended that load testing (testing performance) and stress testing (testing reliability) be performed. The servers for both the Registration system and CPTD-IS are hosted by the South African State Information Technology Agency (SITA) who manage all disaster recovery processes.

⁴ The Eastern Cape provincial coordinator suggested that the CAPS training should be used as an opportunity for signing up educators - CAPS is a uniform programme across the country and therefore relatively easy to evaluate and endorse.

- 
3. There appears to be a mismatch in some of the fields in the manual Application Forms and some of the system fields, for example, Educator Sign-up. This will lead to issues in data capturing.
 4. It has been raised in the system pilots, that due to a lack of internet connectivity, a mobile phone solution should be implemented. It is thus recommended to investigate the development and implementation of a mobile interface version of the system.

3.2.5 Utility


This aspect of the review aims to determine whether the system delivers the intended business benefits of the organisation.

At this point the system is not delivering any benefits to SACE as only a small percentage of possible users are using the system and there are still issues with some of the system functionality. At this point the CPTD-IS is not yet delivering any utility to the organisation.

3.2.6 Staff capacity

SACE currently employs two staff members to use the system to manage data and queries regarding Educators, Schools, Providers and Endorsements. A further two staff members are employed as data capturers to capture manual sign-up forms. From interviews with system users, it appears there are gaps in terms of understanding how the system works and all relevant functionality.

It is recommended that further training and capacity development be conducted. System Administration is currently provided by AccTech Systems. Provision was made in the implementation of the system, for a SACE IT Administrator to be trained to manage CPTD-IS system administration functions, but this has not yet occurred. Some of these functions may include:

- 
- User Management (add new users and change details of existing users)
 - Data Management (uploads, data types, backups etc.)
 - Monitor System Performance (database, performance, logs etc.)
 - Management of change requests
 - Customisations (customise fields and screens based on change requests, update workflows)
 - Manage interaction with Service Providers e.g. SITA, Licensing
 - Training of other users (optional)


It is not clear that SACE has the internal capacity (appropriate skills and experience) to manage the administration functions for the system. The current staff complement is severely inadequate to cope with expected user demand should the system be rolled out to all possible users.

3.3 Conclusion

The major problem with the CPTD IS is not the system itself, but the way that the design and development of the system is managed. Issues affecting usability, such as slowness, need to be addressed as a matter of urgency.


The use of registration data in the CPTD management system created problems in the pilot. The data from the CPTD-IS and Registration system should be merged to create one system that is capable of performing the required functionality. This has the benefit of ensuring there is no duplication of information and reduction in system maintenance. However, for this to be implemented, a major data clean up and validation exercise needs to be performed.

Prior to full use, the robustness of the servers to handle the traffic will need to be fully tested. It is recommended that load testing (testing performance) and stress testing (testing reliability) be performed.



Since the system will always need adjustment, an effective Change Control process should be developed and implemented not only for major changes, but for minor changes as well.

The current staff complement is not adequate to cope with the expected user demand.



Chapter 4: Management, administration and support

4.1 Background

This section looks at the management, administration and support capacity at SACE required for implementation of the CPTD management system.


The CPTD design document version 13A distinguishes clearly between governance and management responsibilities for the implementation of the CPTD management system.

The SACE Council and its various subcommittees (chiefly the professional development subcommittee and the endorsement subcommittee) have decision making authority at a governance level. Management and administration of the system is the responsibility of the CPTD unit and its various sub units.

4.2 Challenges

Governance

In other systems, and in other professions, a professional council is not a stakeholder body, but consists of high level professionals with expertise in the range of disciplines that constitute that profession. As such, the council is qualified to determine standards for the profession, and has the capacity for professional judgement in relation to quality. The difficulties experienced in the Endorsement Subcommittee (see the section on Endorsement below) are largely a result of the insistence that SACE and its respective committees be constituted on a stakeholder basis. This was one of the key problems with SAQA's National Standards Bodies. The specialist



expertise required to undertake quality evaluation and accreditation of qualifications and programmes was sacrificed to representivity.

CPTD management staff


In order for SACE to run the CPTD management system adequately, all the administrative units as specified in the Design document should have been set up: a Member Support Unit, a Provider Support Unit, a Marketing Communication and Advocacy Unit, an Endorsement Unit, and an ICT Systems Unit. However, the only staff members to be appointed were the CPTD coordinator, an acting provider support person and an acting endorsement coordinator, and an acting member support coordinator. When the funding from the Department was stopped in 2011, even the acting positions were stopped. The staff members are still performing the duties but the titles and payment for the positions have been stopped.

The reason for this is well articulated by the current chair of PRODCO, Prof Thembi Magi:

The CPTD management system started as a project, outside of other work that SACE does. SACE received project financing, but it wasn't regular. This meant that people could not be appointed to fill the necessary posts.

Such a big endeavour can't start without dedicated funding. R3m had to be paid out from SACE's money from other sources in order to try to run with the CPTD management system. The DBE claims that it's a problem that SACE hasn't spent the R4.2 m that the DBE supplied and wants to roll it over into 2012/3 financial year. The problem is that the money came only in October – no work can happen in schools from October to at least February.

The bottom line is that SACE doesn't have the money to implement the CPTD management system unless it is reliably funded by the DBE.



In addition to inadequate numbers of staff, there has been an under-estimation of the quality of professional and management staff SACE would need in the CPTD unit. The CPTD unit and sub-units need to be led by excellent professionals who are not only good managers but have the authority to engage with PED and district officials, principals, teachers at varying levels and in varying locations, and a diverse body of providers in universities, NGOs and private companies.

Monitoring and evaluation

There is awareness in the SACE office of the under-resourcing of monitoring and evaluation.


In the original plan SACE intended to appoint an independent service provider to monitor, provide feedback and evaluate the pilot. Unfortunately due to financial constraints this could not be implemented.

In 2009 SACE conducted the pilot monitoring process in Gauteng's 21 pilot schools divided into two districts –6 schools in Gauteng North, and 15 schools in Tshwane South. This could not be repeated in the same province or replicated across provinces, also because of financial constraints.

The intention in the future is to ensure that adequate monitoring takes place, either by extending the duties of the resource persons, or contracting additional personnel. The Handbook contains a clear explanation of monitoring and evaluation, and this will be used to inform the development of a monitoring and evaluation strategy.

Centralised (national) versus decentralised (provincial) management


Finally, teacher development is a provincial competence, and provinces are responsible for their own teacher development strategic plans. It is



difficult therefore for a professional development system to be run from a central office, without any offices in the provinces. SACE has little authority either in the selection or the management of the provincial teacher development coordinators who have to take responsibility for the CPTD management system. Because the provincial coordinators report to directors, chief directors and are in the line management of the provincial education managements, they are at the beck and call of their superiors, who may not necessarily regard the CPTD management system as a priority for them.

Staff at the SACE office are of the opinion that this problem would be solved if there were a dedicated teacher development directorate in each of the provincial education departments. The location of teacher development in different directorates undermines the importance of teacher development. As the SACE COO put it:

There should be a recommendation for a dedicated teacher development directorate/institute to work with. The provinces currently treat teacher development as a step child. They need to plan and monitor expenditure on teacher development. Currently provinces receive 90% of the 1% skills levy for professional development but they are doing all sorts of unrelated things with this money ... because no one was monitoring what they were doing. This is despite the fact that there were Workplace Skills Plans which specified professional development needs. If they are going to treat the CPTD management system in the same way, then it's a failure before it starts. So we need to get to a point where people understand that it needs accountable people and a priority for the PEDs. When you go to provinces now and talk about CPTD, it's a SACE thing, and this is depressing, because we are only one part of what is going on.



All provincial education departments should have a dedicated office dealing with teacher professional development and with the responsibility for spending the large budget for professional development that can be drawn down through Skills Levy provisioning and unconditional grants from national. SACE would then liaise with this office. These personnel would be responsible for the provisioning system, and in a position to facilitate use of the CPTD Management system for which SACE is responsible.


However, although this would help, it would still mean that SACE is trying to manage CPTD in the provinces through staff that are not directly accountable to them. In addition, SACE needs to be close to teachers to deal with challenges in registration and to facilitate provision of PD.

It might therefore be important for SACE to start creating a stronger provincial base; for example, opening regional offices for cluster of provinces, and gradually expanding to have an office in each province. They could then employ and have local oversight of the resource persons who are critical to the operation. However, this would need to be carefully thought through, as it would have financial and management implications.

4.3 Conclusion


Largely as a result of the project status of the CPTD management system within SACE and the irregular funding, the staff complement at SACE was not adequate to deal with the challenges of the pilot.

A pilot requires considerable investment in monitoring and evaluation, and this was lacking. It is an aspect that will need to be picked up as implementation proceeds.



There are also difficulties trying to manage CPTD in the provinces without having a strong provincial presence, and without consistent and dedicated teacher development provincial personnel in all provinces.

Finally, the stakeholder composition of the SACE Council and its constituent subcommittees poses problems for efficiency, particularly in operations such as endorsement.



Chapter 5: Advocacy and communication

5.1 Scope

The advocacy issues in the pilot have mostly been covered by the section on the provincial pilots. This brief section will examine the activities of the SACE central office.

The advocacy efforts of the central SACE office were limited to posters and brochures and a pilot implementation pack as well as training and advocacy sessions in the provinces. Although radio slots were considered, there is no evidence that these took place, and two of the provinces mentioned that a multimedia approach to advocacy would have been helpful. One province also mentioned by regularly CPTD newsletters or bulletins would be effective, especially if done through the unions.

The advocacy campaign by and large did not go beyond the pilot schools, although SACE staff did speak at selected national forums such as meetings of the Education Deans Forum and the Unions. The CPTD Advocacy Plan lists the following:

- workshops with resource persons, lead participants, and teachers and SMTs in the 145 pilot schools, as well as
- presentation in slots in union gatherings, and a presentation at the Education Deans' Forum.

In other words, the advocacy efforts were not a campaign about the system as a whole, but largely an orientation to the pilot. The reason for this was that most of the concrete details of the system were not clear or finalised throughout most of the period of the pilot and it was therefore difficult to communicate with potential users of the system about something which was still in a fluid or uncertain form.

5.2 Findings and conclusion


The results of the advocacy efforts were not positive. The report on the CPTD Advocacy Plan states that in monitoring the Gauteng pilot it was discovered that 80% of the teachers in pilot schools do not have an understanding of the CPTD management system or the pilot itself.

The Advocacy conducted during the pilot was at the level of a plan, rather than a strategy. A strategy looks not only at provision of information, but attitudinal change leading to change in behaviour. What SACE should be looking to advocate is teachers:

1. Understanding the importance of professional development and lifelong learning, leading to
2. Selecting and participating in different types of professional development opportunities, leading to
3. Co-operating in a system to log PD points and keep professional development portfolios, ultimately leading to
4. Sustained personal and professional growth.

The advocacy for the pilot did not go beyond being an advocacy plan, rather than a strategy to achieve buy-in to professional development. As the next phase of implementation of the system is considered, it will be important to draft a detailed strategy involving the unions, and supported by monitoring and evaluation of the effect on teacher engagement with professional development. This strategy should be a national strategy, within which the provinces can work. This will go some way to standardising effort across the provinces.

Instead of focusing advocacy on the technicalities of the points system, the focus should be on professional development as an integral part of the life of a professional teacher.




The message has to be clear and accurate, and conveyed to all the necessary groupings in a variety of ways. Two of provinces suggest that engagement with teachers through the unions is key to successful advocacy and communication.

Perhaps SACE could consider consulting agencies like Soul City, which are experts not only in running public awareness campaigns but also in evaluating change in behaviour and social impact of these campaigns.

For example, in their Grants Awareness Campaign (conducted in partnership with the provincial departments of social development and home affairs as well as the Alliance for Children's Entitlement to Social Security), Soul City used a combination of 23 Jamborees (public outreach meetings providing a one stop shop for grants), training on grants literacy with its membership and support agencies, information distribution through television and the radio as well as the print media. Information was broadcast by way of drama and public service announcement. They carefully monitored and evaluated the results of the campaign. They then produced a Popular Report, which not only gave the results of the campaign, but advice to the public in how to run events such as jamborees.

[<http://www.aces.org.za/home/images/stories/The-Grants-Awareness-Campaign.pdf>].



Chapter 6: Endorsement

6.1 Overview

This is the most complex of the elements to be tested in the pilot, and is at the heart of SACE's quality management role in the provision of teacher development:

The endorsement process involves:

- Evaluating PD activities submitted by providers against criteria;


If the activities meet the criteria,

- Endorsing activities and allocating appropriate PD points.

The six criteria and rating scale in Version 13A of the design document and the Endorsement Handbook were revised and simplified in the SACE Handbook, and the later version of the criteria was used for the 2009 - 2011 pilot.

An associated endorsement process is that of provider approval. The intention of provider approval is to ensure that providers have the capacity to offer PD activities. Initially provider approval was not part of the design. It is not mentioned in Version 13A of the design document (2008) or in the Endorsement Handbook (2009). It is presented in section 12 of the Handbook (2010). It is not officially part of the endorsement process.

Currently, the endorsement process relates to Type 3 activities only. The DBE/SACE Task Team through the SACE Handbook has listed categories and examples of Type 2 activities, with recommendations for how to allocate points for the listed activities. During the provincial pilot, teachers were asked to fill in forms, indicate which of the activities they had



undertaken, and list the points associated with those activities. The results and feedback on this process is in the chapter on the provincial pilots.


The responsibility for governance of the endorsement process is with the Endorsement Subcommittee of SACE that reports to the Council through the Professional Development Committee. The Endorsement Subcommittee is empowered to appoint a team or teams of evaluators to assist with its work. The responsibility for management of the endorsement process is the endorsement unit at SACE.

The endorsement process is as follows:

1. Applications from SACE approved providers (manual to SACE, no online application)
2. Check listing and screening of completeness and requirements (endorsement unit staff prepare documents and assign evaluators)
3. Endorsement (endorsement subcommittee scrutinises reports and recommendations from evaluators, and makes final recommendation to Council)
4. Final endorsement decision through PRODCO (delegated authority).

In terms of the overview provided above, comment in this section of the report is divided into:

- Processes for endorsement of Type 3 activities
- Results of endorsement processes to date
- Criteria for and validity/reliability of evaluation (based on review of small sample)
- Provider approval
- Type 1 and 2 activities.




6.2 Processes for evaluation/endorsement of Type 3 activities

For the pilot period, an Interim Endorsement committee was set up and trained on the CPTD Design version 13 A, the Endorsement Handbook and the new simplified CPTD management system Handbook. This was intended to empower the committee in the execution of its duties. The committee was constituted in accordance with the composition suggested in the CPTD design document.

The Professional Development Committee recommended the setting up of an Evaluation committee. The committee members were recruited on the basis of their areas of expertise and were trained on the evaluation criteria and their roles and responsibilities. The list of evaluators provided by the CPTD coordinator shows that the evaluators consisted of two members of the DBE staff, one or two union members, two academics, a SACE staff member, a former staff member of the Higher Education Quality Committee.

The setting up of the structure was a deviation from the original thinking of being able to appoint evaluators across the length and breadth of our country and to electronically assign activities to them for evaluation. This deviation was as a result of financial constraints and the inaccessibility of the CPTD-IS and it was deemed necessary so as to allow for the testing of the endorsement process. However a test run on electronically assigning activities to evaluators is still envisaged.

Evaluators were trained by the SACE CPTD staff. In the initial stages of evaluation, reports were prepared at a central venue, so that evaluators could discuss amongst each other if they were uncertain. Each activity evaluated by one person.



6.2.1 Challenges

According to those interviewed, the chief challenges for this process during the pilot were as follows:

1. The SACE CPTD Coordinator commented on the lack of frequency of meeting of Endorsement Subcommittee (record of three meetings only between 9th February and 5th June 2009), and in only one of the meetings did endorsement of PD activities take place.
2. Prof Magi commented on the fact that the endorsement subcommittee is a stakeholder body – the problems are inconsistent membership and lack of expertise as well as very poor attendance.
3. According to the Co-chair of the SACE/DBE Task Team, the evaluation process followed in the pilot was flawed:

Instead of choosing experts in the field to engage in the endorsement process, prepare reports which would be checked centrally, and approved at a governance level, the pilot short cut the process – an interim endorsement committee was appointed and it signed off on the points to be allocated without any system of checking the decisions of the evaluators. The endorsement subcommittee is supposed to be the gatekeeper – keeping fraudulent providers away and ensuring that professional development of benefit gets to the teachers. If it does not do this and simply is a rubber stamp on current practice whatever the quality, then it erodes the credibility of the system. A fundamental flaw in the pilot was therefore the way of working of the interim endorsement committee.

4. Finally, no feedback on their endorsement status has been given to those providers who submitted their PD activities for endorsement in 2009 (see Draft Endorsement Proposal submitted to PRODCO on 27 February 2012).

6.3 Results of endorsement process

There are a number of different sources of information with regard to the results of the endorsement process. These sources provide contradictory facts.

The draft CPTD management system status report sets the record out as follows:


During the period between July 2009 and May 2011 SACE received 197 application forms for approval of PD activities from 52 providers across the country. 18 of these were from higher education institutions. 128 of these activities were evaluated and 119 were endorsed. Out of the 197 activities 9 were not endorsed, 27 are still awaiting additional information and 42 activities have not yet been evaluated.

Table 10: Evaluation and Endorsement of activities July 2009 - May 2011

Evaluated activities	128
Endorsed activities	119
Not endorsed activities	09
Evaluated and pending endorsement	27
Activities to be evaluated	42
Total received activities	197

The report dated 27 February 2012 states that:

- 86 PD activities were endorsed by the Committee
- 174 activities were evaluated in 2011 and awaiting endorsement by the Committee.



According to the CPTD Coordinator (interviewed in February 2012), approximately 260 activities have been evaluated to date, and 89 endorsed.

6.3.1 Reasons for the low number of endorsed activities

Whatever the exact number of activities evaluated and endorsed, it is clear that the total number of activities submitted is low, and that there are blockages at each level.

- According to the Co-chair of the SACE/DBE Task Team the reason for the low number of activities submitted by providers was
that SACE had simply invited providers to hand in what they already had, rather than their sharing their needs and priorities, and asking providers to submit in terms of these.
- According to the initial status report, there were financial constraints, which led to the delayed employment of evaluators, hence the delay on evaluation of activities;
- According to the CPTD Coordinator, the Endorsement Subcommittee could not meet often enough to do its work, and finally
- According to the CPTD staff, systemic problems with regard to the CPTD IS system caused us the delay in capturing of activities.

One of the provincial coordinators made the valuable point that not many activities were actually submitted because many providers were not yet convinced about the viability of the system and were reluctant to spend time and effort on the application process if it was not going to lead to any real benefit.

6.4 Criteria for and validity/reliability of evaluation of PD activities

6.4.1 Criteria

In version 13A of the design document, six criteria with a detailed rating scale were proposed. This was simplified in the SACE Handbook, and evaluators were guided to rate the PD activities in terms of whether they met each of the criteria well or poorly (i.e. a two point scale). This rating, supported by comments, would guide the decision to endorse the activity.


The following table maps the revised criteria in the SACE Handbook against the previous set of criteria.

Table 11: Mapping of current criteria against first version of criteria

Revised criteria in SACE Handbook	Criteria in version 13A design document
<p>1. Fitness of purpose (relevance, appropriateness)</p> <ul style="list-style-type: none"> Aligns with identified system needs Strengthens subject competence Strengthens professional practice Promotes professional commitment, responsibility Promotes system transformation 	<p>1. Intended contribution of activity to improving members' competence in professional practice in the field of education</p> <p>4. Promotion of commitment to the improvement of schooling and the responsibilities of the teaching profession in a transforming society</p> <p>3. Alignment of activity with system needs as indicated by DoE and SACE</p>
<p>2. Fitness for purpose (effectiveness)</p> <ul style="list-style-type: none"> Addresses identified needs of target learning area/subject/phase/social or institutional conditions 	<p>2. Accessibility of activity to members in under-serviced geographical and learning areas</p>

<ul style="list-style-type: none"> • Addresses identified needs of target audience (admission requirements may be specified) • Proposes appropriate assessment procedures for content/method/target audience, including demonstrated professional learning where appropriate 	<p>6. Opportunity for members to demonstrate what they have learned from this activity</p>
<p>3. Quality</p> <ul style="list-style-type: none"> • Teaching/learning strategies are <ul style="list-style-type: none"> ○ Related to content and outcomes ○ (Wherever possible) participatory ○ Related to teaching/learning situation of target audience • Learning materials/resources are suitable to audience and outcomes, user-friendly • Presenters/facilitators are well qualified, experienced, knowledgeable about teaching/learning conditions of target audience 	<p>5. Duration of the activity</p>

The first category for the criteria, *Fitness of purpose*, is clearly central to the work of the endorsement committee. The criteria within this category have been usefully expanded in the revised version to include subject competence. However, the revised set of criteria is not clear about whether the activity has to meet all the criteria in this category in order to



earn a rating of 'Good'. Perhaps the room for professional judgement is too wide here.


In the view of this evaluator, there are some conceptual problems with other two categories of the revised criteria.

Fitness for purpose is a useful category. It is all about alignment, and requires scrutiny of whether the design of the activity is likely to achieve the intended purpose or overall educational outcome for the target audience. The questions to ask are:

- Are the outcomes aligned with the purpose (i.e. overall educational outcome for the target audience)?
- Does the content of the activity support the achievement of the outcomes and overall purpose?
- Do the planned teaching and learning processes support the achievement of the outcomes and overall purpose?
- If there is formal assessment, are the assessment tasks designed to enable learners to demonstrate achievement of the outcomes and the overall purpose?

The current set of criteria under this category relate more to fitness of purpose.

In addition, a paper based evaluation cannot go beyond evaluation of design. The revised criteria try to evaluate delivery, and are therefore problematic. For example, in the notes to the evaluators, there is a requirement to do things like evaluating 'how the workshop is actually carried out' and determining the 'workshop climate', and the 'effectiveness of the implementation'. This cannot be done without observation, or guesses judging from the materials.



It is also not clear how the criterion regarding the lecturers/facilitators is to be measured. Only if providers have simultaneously applied for provider approval (the form requires submission of CVs of facilitators) will the qualifications and experience of the facilitators/lecturers be ascertained.


Finally, it seems unfair to be evaluating activities in terms of criteria in the Handbook when the endorsement application form required is clearly aligned with the earlier set of criteria in requiring providers to state:

- Outcomes
- Structure
- Duration
- Assessment
- Place of delivery
- Professional development (contribution to teachers' commitment)
- National priorities.

There is no mention in this list of the qualifications of the facilitators, or the content of the activity or the target audience or the learning materials, and very little reference to the teaching and learning strategies.

Emerging from this are the following recommendations:


- The current set of criteria should be revised to two sets – fitness of purpose and fitness for purpose, and be restricted to an analysis of the design, rather than design as well as delivery.
- The application form should be revised and include:
 - Purpose (overall educational outcome for the target audience)
 - Outcomes
 - Content
 - Teaching and learning processes

- 
- Structure (timetable/plan for delivery) and duration
 - Assessment
 - Place of delivery
 - Explanation of how the purpose and scope of the PD activity meets each of the Fitness of Purpose criteria (or why certain of those criteria are irrelevant).
- Some thought should also be given to making these PD activities searchable on a digital platform, with attention paid to metadata used in the uploading.

6.4.2 Validity/reliability of evaluation reports on PD activities

On a review of a small sample of evaluated PD activities, we found the following:

1. Filing of submissions is problematic. For example, Pearson has submitted one PD activity with three parts, but it has been filed as three different PD activities, instead of one with three parts. One was conditionally endorsed and two not endorsed.
2. In the case of national programmes, it is not clear who should be responsible for submitting activities. For example, the Department has commissioned the ACE in School Leadership (SL), and submitted it for endorsement, but NWU has also submitted modules separately. A situation has arisen where the ACE SL as submitted has been endorsed, but the module submitted by NWU has not.
3. There seems to be lack of clarity about whether module materials are endorsed or actual PD programmes/activities. For example, the programme materials for the ACE in School Leadership were submitted, and the Pearson textbook and related course materials on English as Language of Learning and Teaching. But there is a very unclear presentation of the actual programme/PD activity.



The following are some comments on those activities that were reviewed.
We could do a more extensive review of this, if required.

204: Pearson SIOP course

Not endorsed

The evaluator has missed the point of the course – which is about helping ESL learners in EMI schools to understand the content of instruction.

The main comment should have been about feasibility in SA context of US based approach.

But comments are correct in saying that it's simply a textbook that's provided, not a whole course.

This activity should have been reviewed with 203 and 202 (see below).

203: Pearson SIOP Course

Not endorsed

The evaluator has not done a good job. The comments do not relate to the bullet points only to the overall heading and no rationale is given. Little evidence based discussion.

This activity should have been reviewed with 204 and 202.

202: Pearson SIOP Course

Conditional endorsement

This is a better evaluation. The relevance is enormous if adapted for a South African context. The problem here is the adaptation, not the basic intention.



ACE School Leadership (no number)

Endorsed

The evaluator has done a thorough job of reviewing this, but there are a number of questions:

Are we going to expect in depth critique of content unrelated to actual criteria?

Isn't it unfair to give a different number of points for a part time and a full time version?

Should the ACE SL as a national programme be endorsed or should it be endorsed module by module or provider by provider?

199 BPK Trading and Projects

Not endorsed

Difficult to judge – the unit standard has been accepted by SAQA, but no actual programme is submitted, only the materials and assessment. The subject matter of the unit standard is relevant for teachers, but beyond that it is difficult to see what will actually be done in the programme.


172 Technology People and Society

Not endorsed

The main comment provided by the evaluator is the correct one – the activity will encourage reading about technology instead of being able to do technological projects or teach others about it.

Concluding comment

It can be seen from the above comments on the evaluations that the quality of the evaluations is highly variable. There needs to be a process



for moderation of the evaluations, as well as reflection on the larger issues that emerge through the process. Over time, protocols will develop for how the applications need to be invited, processed, and evaluated. But this requires on-going reflection and discussion by people with the relevant expertise.

6.5 Provider approval

As reflected in the introduction, the process for provider approval was introduced fairly recently.

The intention of the provider approval process is expressed in the NPFTED (p.19)

Poor quality providers and PD activities must be screened out of the system.


Providers already accredited by any SETA, the QCTO, the HEQC or Umalusi are automatically approved, and do not have to apply to SACE.

The process as it currently stands is integrated with the PD activity evaluation and endorsement process as follows:

SACE applies an appropriate set of criteria similar to accreditation

- Provider/Endorsement Unit screens for formal compliance
- SACE evaluators panel screens provider for approval to offer X and Y activities
- Evaluators make site visits and interview providers' presenters
- Evaluators report and recommend.

However, interviews with the SACE CPTD staff made it clear that site visits were not conducted. Providers were approved solely on the basis of a three page application form, consisting of:


- 
1. Details of organisation
 2. Evidence of
 - a. Financial viability (recent audited financial statement or income/expenditure statement)
 - b. Tax clearance (certificate)
 - c. Physical resources (municipal statement)
 - d. Facilities for delivery (form to fill in)
 - e. Good track record (references from previous clients)
 3. Details of presenters/facilitators.

The SACE interviewees acknowledged that this process had not really been tested in the pilot, largely because of problems with the Endorsement Committee.

However, in the view of this evaluator, the process is not nearly thorough enough to achieve the stated purpose. The experience of the CHE of the evaluation of private providers shows how difficult it is to do provider approval properly. It requires a focused team with particular expertise, and is not simply added to the existing work of those responsible for the accreditation of programmes.

The issue of the provider approval process was discussed with the SACE CEO as well as Chair of PRODCO, around the following questions:

How can SACE be prevented from becoming a dumping ground for providers who don't 'make it' in the accreditation processes of the Department or the SETA? If SACE doesn't have sufficiently rigorous provider approval processes, wouldn't it then simply be rubber stamping providers that were rejected by others – and doing the very opposite of what it intends? Shouldn't provider approval be managed elsewhere?



The response to this point was that the initial period – the first cycle at least – should be as open and inviting as possible. SACE would not like to put off providers who have something to offer but cannot jump through all the hoops required by the other quality assurance agencies. And then after an assessment and analysis of what has happened, SACE will have to review the wisdom of approving providers not approved by the other QA agencies.

Rej Brijraj made another important point:

What also has to be done is matching what has been endorsed and what has actually happened.

This is an extremely important point. A situation could arise where a great deal of money is spent on endorsing activities which are not actually ever delivered.


This is the problem with a supply driven system, as opposed to a demand driven system.

6.6 Type 1 /2 activities

In the pilot, the sensible decision was taken to try to streamline the description, categorisation and points allocation for Type 1 and 2 activities. The chapter on the provincial pilot has captured the feedback from the provinces.

However, it is important to reflect more broadly on the process for logging Type 1 and 2 activities.


Two comments from a brief review of the forms submitted by two of the provinces should be repeated here:

- 
- A decision has to be taken on how frequently the PD points for Type 1 and 2 will be collected. The forms should be designed to indicate this – not have a mixture of per term and per year.
 - In a single year, some educators way exceeded 150 points on their listed activities. It might be preferable therefore for teachers to list all the activities they did per category, but then have a set number of PD points per category (with the exception of 1.7 (improving personal qualifications) – which adds up to 30 points for Type 1 and 30 points for Type 2.

The revised set of examples provided for each category showed a much stronger sense of where the target audience is 'at' – and the generally positive comments from the province about the lists are evidence of this. However, taken at face value, many of the activities are only tangentially related to professional development, or only if done in a certain way could develop the people involved. Different views on this are important to record.

'Participation in staff meetings' is considered as a valid professional development activity because it supports a culture of professionalism. Formalising meeting participation, for example, as a development activity will set new standards for the system, will push weaker schools and potentially improve the whole functionality of the schooling system. Such requirements will have the potential to lead to a culture of professionalism in the schools. Teachers in functional schools will score very highly, but the support necessary for non-functional schools to rise to the new standards set must not be underestimated.

It is suggested that there are criteria for determining whether or not a staff meeting will be developmental. A well constituted staff meeting will be developmental – discussion of circulars from the PEDs could be enlightening. Cluster meetings for subject discussions are also important.



This last point was probably the reason for the recommendation from the Western Cape that there has to be a process and criteria for quality assurance of the Type 1 and 2 activities.

The principals were not directly involved with this in the provincial pilots. Part of the strategy for the future should be to place much more responsibility on the principals, who are required as part of their job description to oversee the professional development of their staff.

6.7 Conclusion


This element of the pilot is critical for the credibility of SACE in managing the CPTD management system.

This part of the work requires SACE to operate as a quality assurance agency, which is very different from other work which the staff have been used to.

The following is a summary of the challenges:

- The very slow turnaround on applications is a serious risk.
- The endorsement process was insufficiently rigorous: only one evaluator per activity, with no apparent moderation. In addition, the infrequency of the meetings of the endorsement subcommittee meant that lessons of experience from the pilot could not be adequately reflected on.
- The revised criteria for endorsement are not sufficiently clear or suitable for a paper-based evaluation.
- The provider approval process stopped short of the real test – site visits.

It is recommended that SACE reduce its quality assurance role, but at the same time undertake the reduced work in a much more rigorous way. The focus should be on endorsement of activities, rather than provider



approval. The evaluation reports should be carefully moderated and the endorsement subcommittee engaged in an on-going reflective process on the patterns and practices emerging.

In addition, in order to increase the numbers of activities submitted, a demand led approach should replace the current supply led approach. The SACE endorsement processes could be actioned for current or imminent courses/programmes, and providers required to be endorsed before being allowed to deliver. The processing of applications could also be speeded up if regional or provincial offices undertook some of the preliminary quality assurance spade work.



Chapter 7: Provider capacity

7.1 Background

Provider capacity refers to the personnel, skills, systems, infrastructure in HEIs, NGOs, privates, PEDs, teachers' unions for the offering of teacher professional development.


The 2008 research study on the CEPD system found that for the majority of teachers, the only professional development they experience are those activities offered by or through the provincial education departments. Moreover, from an analysis of the WSP that the DBE has done (IQMS Annual Report 2010/2011), it appears that only 30% of the current teaching force are being reached by professional development courses.

The implications of this are clear: if there aren't sufficient activities and/or the funds are not available to support teachers to engage in the activities, then it is not possible to require teachers to earn PD points from the three types of activities in each three year cycle.

The pilot was intended to establish what capacity exists for delivery of CPD in the provinces, particularly for Type 3 forms of CPD. SACE through the CPTD management system needs to become a professional resource for the providing community and a mechanism through which providers can enhance the quality of their programmes. The concept is that SACE will have on-going conversations with professional development providers to stimulate the right kinds of PD activities and give guidance on relevance and quality. It will be important for SACE to have a grasp of resource flows in terms of professional development.

This element was not tested in the pilot – for two main reasons:

- It was assumed that provincial departments of education would have a list of providers of CPD in their province, which they would be able to discuss with SACE. This was not the case.

- 
- A proposal to address the issue of provider capacity through a Provider Forum was developed in the course of the pilot, but not implemented, largely because of the funding challenges that SACE experienced.

7.2 Strategy for determining provider capacity

The implementation of the Provider Forum is currently under way. Since this is the primary strategy for developing provider capacity and encouraging the submission of PD activities for endorsement as well as applications for provider approval, it is important to engage with its strengths and limitations.


According to the proposal the Provider Forum has the following purposes:

- a) know the teacher development provider community
- b) know and understand their areas of specialisation and expertise
- c) know their areas of operation (province and district wise)
- d) share CPTD information and receive feedback from them, and
- e) provide them with on-going support.

The strategy is to group provinces into four clusters and hold advocacy meetings with providers in those clusters at regular intervals in the first part of each year for two years.

The purposes of the Provider Forum(or forums) are laudable, and absolutely critical for the delivery of CPD in the country. However the strategy of advocacy meetings with providers, though necessary, is not sufficient to achieve the purposes.

The strategy under-estimates the complexity of the information that needs to be gathered. Ascertaining provider capacity is a research exercise, rather than an advocacy exercise, although advocacy events could be used to refine or update the information once is it collected.



The research exercise should probably be conducted together with the provincial teacher development directorates (or their equivalents), and should involve understanding the provision by the provincial/district departmental personnel as well as agencies contracted by provinces/districts, as well as provision that is independent of the provinces.


It would have to look at quality as well as quantity and nature of PD activity. In the first instance, it might be advisable to identify the priorities, and look for the highest quality provision to address these priorities, as well as potential for scalability and reach.

But the main problem with the proposal as a whole is that it does not address the key question, How will sufficient needs driven Type 3 CPD activities be made accessible to teachers wherever they are?

This question places the focus on demand, rather than supply. If SACE is to wait until sufficient providers come forward to have their PD activities evaluated and endorsed, the result will be a very incomplete picture of what is or could be on offer. If, on the other hand, the starting point is need, and providers are asked to submit what they can offer

- to meet specific needs,
- with funding available through the provinces, and
- support in extending the reach of their activities to a geographically distributed teacher population.

then the emerging picture will be more complete, and have a clear focus. The identified needs will also provide a structure for engagement with and among providers.



A note on feasibility of requiring 30 points of Type 3 PD per cycle

The feasibility of provision of sufficient opportunities for teachers to earn 30 points through Type 3 activities needs to be considered. Perhaps it is impractical to aim to reach more than a third of the teachers for Type 3 activities. The proposed points allocation needs to be re-visited in the light of the evidence of provider activity and provider capacity across provinces and districts. This assumes that such information is available, which at present it is not.

7.3 Conclusion

This element was not tested during the pilot.

In order to consider properly the feasibility of the requirement for teachers to undertake 30 points of Type 3 activities per cycle, a quantification of the implications for the system needs to be done. If necessary, adaptations should then be made to the requirements.


Provider capacity should be assessed through a commissioned research project, to complement the work that will be done through the Provider Forums.

Chapter 8: Financial investment

This element refers to an analysis of funds invested in PD activities by national and provincial departments, other employers, other funders, and teachers, and on what kinds of PD activities.

The element, as described, was not addressed in the pilot.

In the provincial pilot, the discussions of financial investment were limited to whether or not there was sufficient funding available for the pilot activities. The broader question of how the delivery of PD activities to the teachers is to be funded was not analysed.



In interviews with SACE and DBE personnel, the focus was on the funding that SACE needs to run the CPTD management system. This was recognised as Risk no 1 in Version 13A of the design document:

The risk is that funding of the CPTD management system may not be sustained [for the] SACE management systems, and the supporting systems especially in the national and provincial education departments, [as well as] for teachers' PD activities.

The management strategy for this risk, an Implementation Protocol spelling out the Department's responsibility in terms of the NPFTED, was not developed.


An extract from minutes of the presentation to the Portfolio Committee on 20 February 2012 sets out the position from SACE's point of view:

SACE had been getting about R4 million from the Department for CPTD. SACE had, however, complained that all its own money was funding the CPTD, despite the fact that this was supposed to be a joint venture with the DBE. SACE would record a surplus this year because it could only spend half of the R7.2 million it received last year, having only received the money in November. There was a need for regular engagements between SACE and DBE. There was a feeling that the Department should also contribute to the R10 fees paid by educators to SACE.

A key problem with irregular funding is that it interferes with the recruitment of the necessary staff, which, as has been seen in the section on Management, is a serious challenge for SACE.

It had a major effect on the successful implementation of the pilot as well. The provincial coordinators were left holding the baby, in most provinces funding from the provincial teacher development budget proved erratic or was not fully utilised and the momentum in most of the pilot schools was lost.

It is unlikely that the risk management strategy, an implementation protocol, would have helped with the situation described above.



As was seen in the introductory chapter, the legislation is now in place for SACE to be funded by 'money appropriated by Parliament'. Although this will instil confidence, it remains to be seen whether it will ensure regular and adequate funding for the CPTD Management System. That is likely to happen only if the Department of Basic Education and National Treasury are presented with credible financial reports and operational plans and realistic budget estimates. All parties involved in the CPTD Management System are responsible for ensuring that the conditions required for successful implementation are met and that allocated funds will be effectively put to use.

Chapter 9: Conclusions and recommendations

9.1 Introduction


The pilot was carried out in order to determine how ready the CPTD management system is for implementation.

Building on the conclusions of each of the previous sections, this section addresses the key question of readiness for roll out.

We then analyse and update the risk factors for SACE to consider in developing a plan for the implementation of the CPTD management system.

9.2 Views on readiness for roll out

The opinion of the provincial pilot coordinators is clear: the system is not ready for roll-out. Western Cape, the province that did the most thorough pilot test of the system, says that the province will not be ready before 2014.



However, two important themes emerge in the provincial responses, which can be taken as advice for preparation for roll-out:


- the need for extensive advocacy and preparation, and
- the need for a phased in approach.

Within SACE also different models have been suggested, on the assumption that a full-scale “blanket” national roll-out is not possible:

- (1) Roll out can occur in a staggered manner, starting with provinces that are more advanced. Strong advocacy among teachers to dispel misconceptions and build understanding is a pre-condition for roll-out in any province. Excellent planning and monitoring are essential, and nothing should be attempted unless they are in place.
- (2) A slow and voluntary approach to ‘roll-out’ can be adopted. Teachers start participating; SACE assesses participation rates and formalises the first period thereafter. This means that there is less chance of the system crashing.
- (3) Start with Type 1 and 2 activities, while sufficient Type 3 activities are being endorsed. The CPTD IS system can accommodate teacher reporting on these categories. There are not enough providers and endorsed activities on the database for type 3.

The key problem with a phased in approach is that strong clear advocacy and communication is required, but for advocacy messages to be clear and actionable, the system needs to be ready and stable. If the system is being adjusted along the way, the messages cannot be clear. The message will have to go out that it is a macro pilot – inviting logging of PD points, and simultaneously getting the system ready to offer sufficient courses.

However, it must be acknowledged that teachers are sceptical about SACE’s capacity to manage the system, and need to be persuaded to buy in. They will want the system to work, and are



entitled to expect that their PD efforts will count for points right from the beginning.

9.3 Key questions for roll-out


The focus heretofore has been on the readiness of SACE for the CPTD management system roll out. There are some prior questions.

1. Is the education system (the schools and the provinces) ready for implementation of a CPTD points system?
2. Could the CPTD management system be modified to fit the state of readiness of the education system more closely? If so, how?
3. Can the CPTD management system be implemented piecemeal?

9.3.1 Is the education system ready for the implementation of the CPTD management system?

The central challenge facing the CPTD management system is readiness of the teachers, schools and provinces.

The pilot revealed that many teachers, perhaps the majority, do not understand the central role of professional development in the life of a professional. Perhaps this conclusion has been reached too hastily, and further research needs to be done on this. But the way in which teacher development has been organised up to this point has not nurtured the notion that a responsible professional takes charge of his/her own professional development. If teachers are under-qualified, they are required to upgrade. If there is a new curriculum, teachers have to attend curriculum orientation workshops. If the results are poor, teachers have to participate in a systemic programme to improve the results. While these initiatives are important, they have led to a dependency on externally initiated professional development.




If a points system is introduced before teachers understand more deeply how professional development relates to their professional lives, then the introduction of a points system is premature. It will be reduced to a bureaucratic compliance exercise. If a points system is introduced with a comprehensive advocacy strategy directed at effecting a change in attitude and behaviour, then the points system could support the development of teachers' understanding.

A second facet to the readiness of the system is that there is under-provision of teacher professional development in the country. An estimated 30% of teachers are reached by courses, and these are mainly provincially organised. Teachers in remote areas have very little chance of receiving much more than curriculum orientation or the occasional visit from a subject advisor.

The assumption underlying the points system is that the professional development opportunities are out there for teachers to access: all that is needed is way of encouraging them to access and record their PD activity. But if the opportunities are not there for teachers to engage in, then the recording of their PD activity will be partial at best.

9.3 2 Could the system be modified to fit the state of readiness of the education system?


In the pilot, the requirement to log points for Type 3 activities was dropped, and categories and examples of Types 1 and 2 activities were drawn up that fitted closely with the kinds of activities that teachers are actually doing. So the modification has already taken place. The requirement to have at least 30 points for each of the three types of activities in a three cycle has been dropped for the time being.



But this modification has to have a time limit. The rigor in the system can only come from Type 3 PD activities which are endorsed, and, on delivery, evaluated by participants. The quantification of the Type 1 and 2 activities will remain open to wide interpretation. Because these two types of activities are meant to support the autonomy of the individual teacher and school in determining the professional development agenda, they should not be too tightly controlled. Perhaps the Western Cape is right in that there needs to be quality assurance of these activities. Perhaps the responsibility for the quality assurance is best devolved to the principal. But whatever happens, it is likely to be uneven.

The literature on professional development shows that effective teacher professional development, while it should be school-based and promote collaborative work among teachers related to practice, needs external input and support. Without externally initiated teacher professional development, it is unlikely that there will be much improvement in the capacity of the teachers and schools that most need it. The quality of teacher priority activities will be dependent to a large extent on the quality of teachers' own education, and their ability, not only to evaluate their own needs but to find appropriate opportunities to meet those needs. The quality of school priority activities will be a function of the effectiveness of the school and the commitment of the school leadership to making the schools they lead into learning organisations.

Type 3 activities are critical, and should be directed to some extent to building the capacity of teachers and schools to design and engage productively in teacher and school priority professional development and understand the role of professional development in their lives.



So even if the full scope of Type 3 activities can't be rolled out for teachers across the system, externally initiated support for Type 1 and Type 2 activities has to be provided. In the absence of other Type 3 activities for teachers, this external support could have Type 3 points allocated to it.

In summary, dropping the requirement for Type 3 activities even in the initial stages is counter-productive. Modifying the nature of Type 3 activity would be helpful.


9.3 3 Can the CPTD management system be implemented piecemeal?

Provincial coordinators and senior SACE staff members alike suggest that roll-out should be phased in. The implications of this need to be considered.

Firstly, the CPTD management system is a points system which rests on allocation and recording of points for professional development. The system therefore cannot be rolled out without making the points count. However desirable it is to instil intrinsic motivation with regard to professional development, the fact remains that a points system involves measurement of effort, and as such carries the implications of rewards and sanctions.

Secondly, the CPTD management system is an electronic system. Even though there might be special interim arrangements made for people without access, there has to be a clear trajectory and process for ensuring that participation is electronic. Rolling out the CPTD management system without a functional, usable CPTD IS is not an option.

Thirdly, all three types of PD activity have to be available, although the requirements for Type 3 could be adjusted slightly, as reflected in the answer to the question above.



Fourthly, rolling out the CPTD management system to selected provinces is also problematic. There are labour relations issues to be sorted out, and these have to happen nationally. However, rolling out the CPTD management system to selected districts within certain provinces is an option, but will require careful planning and tracking of the year in which a particular district started the first cycle. In addition, district by district roll out might also be regarded as unfair – some teachers having to engage actively in professional development while others do not.


Another suggestion, however, is that certain categories of teachers should be targeted ahead of others – starting with principals and deputies, followed by heads of department and finally post level 1 teachers.

Finally, it has been suggested that the system should be rolled out initially on a voluntary basis. It must be very carefully considered whether the major investment in funds, IT systems, expert professional management, advocacy and administration required to launch the CPTD Management System would justify a voluntary take up.

9.3 4 Is SACE ready for the roll out of the CPTD management system?

The answer to this is fairly clear from the preceding sections.

1. Although the legislation has been passed, the funding arrangements for the resourcing of the CPTD management system are not yet sorted out. Roll out requires steady funding.
2. Human resource capacity within SACE is not adequate – in terms of level and numbers. This is particularly the case for the management of the CPTD IS.
3. Because teacher development is a provincial competence, SACE needs a provincial presence. The system will not work properly if major responsibility for the provincial roll out is not supported by SACE



appointed personnel in the provinces. The provincial departmental officials have too many other conflicting demands placed upon them.

4. SACE needs to be assured that the provinces will appoint full-time resource persons to carry out the advocacy, support, and monitoring required at the school level.
5. The SACE information management system has to be addressed as an integrated whole, and staff capacity greatly enhanced to manage it.
6. A comprehensive advocacy strategy is needed that addresses teacher buy-in and behaviour change, not just systems awareness. This needs to be a nationally conceptualised strategy, within which provinces work.
7. The endorsement process needs to be made more valid and reliable, as well as more efficient. A demand led approach would assist in raising the numbers and focus of applications for the endorsement of PD activities.
8. The range and scope of Type 3 PD activities available to teachers (even if not yet endorsed) needs to be researched and the information made available in an accessible way to teachers.
9. There must be a thorough plan for monitoring and evaluation, with processes for receiving analysing and using feedback in an on-going way. This should ideally be linked to the advocacy strategy.

9.4 Risk assessment for roll out

The risk statement that appears in Version 13A of the design document is still relevant, but there is a need to re-look at the management strategy for some of these. There is also an additional risk that has been identified in the pilot.

Table 12: Risk management in pilot with recommendations for future

Risk	Management strategy <i>2008/ implemented or not in pilot</i>	Recommendations for future
1. Funding the system	Implementation protocol <i>Protocol not implemented. Funding issues a major factor in the limited character of the roll out.</i>	Legislation passed in 2011 may help but considerable work will be needed to action it fully.
2. Relationships with teacher unions	Close relations with unions must be maintained <i>Efforts made in this regard in pilot advocacy.</i>	Firm links should be established with SADTU Curtis Nkondo Professional Development Institute managed by JET Education Services.
3. Teacher understanding and buy-in	Well-developed, segmented information and advocacy strategy <i>Pilot advocacy limited</i>	Advocacy should be extensive, and address teachers; understanding of importance of professional development in the lives of professionals, rather than merely their understanding of the points system.
4. Working	The employer and the ELRC	The details of how the system


Risk	Management strategy <i>2008/ implemented or not in pilot</i>	Recommendations for future
conditions of teachers, time availability and resources	must manage this. <i>Surfaced in the pilot mainly in terms of discussions of incentives and sanctions</i>	will work – particularly when the rewards and sanctions will kick in – are crucial to negotiate before the advocacy strategy is started.
5. Ensuring relevance of programmes to teacher and system needs	Employer to communicate and discuss system needs so that clashes between personal and system needs are minimised. <i>Did not surface in pilot</i>	
6. Availability, quality and specialisation of service providers	Database of providers with assessment of capacity <i>Not addressed in pilot at all</i>	Research should be conducted to gather, organise, store and continually update this information, following a demand driven rather than supply driven approach.
7. SACE capacity to manage	New office and further staff	Please see responses to

Risk	Management strategy <i>2008/ implemented or not in pilot</i>	Recommendations for future
system	<i>Not actioned in pilot</i>	question 4 above
8. Education departments' capacity	To be addressed through HEDCOM <i>Pilot demonstrated highly variable capacity</i>	Also request for dedicated teacher development directorates in each province

An additional risk has emerged in the pilot, and this is the relationship between SACE and the education departments. Statutorily SACE reports to the Minister through DBE, but SACE must rely on the PEDs to actually implement the system.

The functions of SACE and the departments ought to be complementary. As the statutory professional body of educators SACE is responsible for the CPTD management system, for the promotion of teacher professional development but not its provision. DBE is responsible for for teacher development policy and for coordinating and monitoring provision of departmentally initiated Type 3 activity across the provinces. However there are many grey areas, resulting in tension.

Secondly, the funding issues discussed above have created strain in the relationship between SACE and DBE, and it is too early to say whether the recent amendment to the SACE Act regarding funding will solve the problems of regular, sufficient and timely resource transfers. As suggested



above, both parties have a direct interest in the production by SACE of credible financial and planning documents.

Thirdly, SACE and the DBE have somewhat different professional development agendas arising from their different constitutional and statutory mandates and the government's demand for performance monitoring. The DBE is interested in targeted systemic initiatives that improve learner achievement. SACE is interested in creating a culture of professional development, self-efficacy and autonomy (represented by Type 1 and Type 2 activities). Such a culture is in fact strongly supported in Ministerial policy statements on professional development of teachers, starting with the NPFTED where the CPTD system was first announced, but the demands of performance accounting have tended to eclipse this vitally important element. The effect of Type 1 and 2 activities on the improvement of learner achievement is likely to be difficult to demonstrate.

In the end, the Minister of Basic Education (to whom both SACE and DBE are accountable) holds the key to the future of the CPTD Management System. If she is not convinced that the system will contribute to the achievement of the goals of *Action Plan to 2014*, then it is unlikely that the road to implementation will be smooth.

Appendix: Traceability Matrix

The requirements are each listed in a row of the matrix and the columns are used to identify how and where each requirement has been addressed.

Requirement (as per Requirement Specification)	Relevant Section in Functional Specification Section	Web Portal / CRM System	Review Comment / Suggestion
1.1 To maintain a database of Educator details	Educator (4.1): Educator Sign-Up, Educator Entry, Address, Phone, Email, Deduplication, Search, Data Validation	<ul style="list-style-type: none"> • Educator Sign-up <ul style="list-style-type: none"> - Select Local or Foreign - Enter Name, Surname, SACE Registration Number, ID Number (or Passport Number) • Educator Login <ul style="list-style-type: none"> - Enter User Name and Password 	There appears to be a mismatch in some of the fields in the manual Application Forms and some of the system fields. This applies to Educators and Activities for Endorsement. This needs to be reviewed carefully.
1.2 To maintain a database of Provider	Provider Entry and Search	<ul style="list-style-type: none"> • Provider Sign-up <ul style="list-style-type: none"> - Enter Provider Name 	

Requirement (as per Requirement Specification)	Relevant Section in Functional Specification Section	Web Portal / CRM System	Review Comment / Suggestion
details	(4.3)	<ul style="list-style-type: none"> and / or SACE Provider Number - Given User Name and Password • Provider Login <ul style="list-style-type: none"> - Enter User Name and Password 	
1.3 To maintain a database of School details	<p>School Summary, Address Phone, Email, Search (4.4)</p> <p>Schools Imported from EMIS system (to be confirmed)</p>	<ul style="list-style-type: none"> • School Sign-up <ul style="list-style-type: none"> - Enter EMIS Number - Given User Name and Password • School Login <ul style="list-style-type: none"> - Enter User Name and Password 	How is the on-going integrity of the data between EMIS and CPTD-IS ensured? E.g. change in school details or new schools added.
1.4 Maintain a duplicate-	Data Validation and	Mandatory fields are indicated	Suggestion: Send automated

Requirement (as per Requirement Specification)	Relevant Section in Functional Specification Section	Web Portal / CRM System	Review Comment / Suggestion
free, clean database	Deduplication (e.g. 4.1.6, 4.1.8)	by an asterisk.	data validation email or SMS whenever entity details change
1.5 Users to be able to add, view and amend their information	<ul style="list-style-type: none"> • Self-service for Educators (7.2), Providers (7.3), Schools (7.4), Evaluators (7.5) • CRM for SACE users 	<ul style="list-style-type: none"> • View Educator Details <ul style="list-style-type: none"> - SACE Registration Number - ID Type - Name and Surname - Identity / Passport Number - Date of Birth - Gender - Title - Citizenship - Status 	Qualification suggestion: Validation of Qualification by SACE is done manually outside of CPTD-IS. A possible future feature is to look at incorporating this into the system.

Requirement (as per Requirement Specification)	Relevant Section in Functional Specification Section	Web Portal / CRM System	Review Comment / Suggestion
		<ul style="list-style-type: none"> - Population Group - School - Required Development Areas - Phone: Home/Fax/School/Mobile - Email: School/Private - Address: Residential/Postal - Learning Areas (Subject, Grade From, Grade To) - Qualifications (Type, Sub-type, Area of Specialisation, Education 	

Requirement (as per Requirement Specification)	Relevant Section in Functional Specification Section	Web Portal / CRM System	Review Comment / Suggestion
		<p>Phase, Institution, Year Obtained, Other Qualification, Other Institution, Qualification Validated)</p> <ul style="list-style-type: none"> • View and Amend Provider Details <ul style="list-style-type: none"> - Provider Number (view only) - Type (view only) - Name - Contact Person Name, Email and Phone - Status (view only) - Website 	

Requirement (as per Requirement Specification)	Relevant Section in Functional Specification Section	Web Portal / CRM System	Review Comment / Suggestion
		<ul style="list-style-type: none"> - Place of Delivery - Language of Delivery - Areas of Specialisation - Phone number - Email - Address • View School Details <ul style="list-style-type: none"> - EMIS Number - Name - Type - Circuit - District - Phone - Email 	

Requirement (as per Requirement Specification)	Relevant Section in Functional Specification Section	Web Portal / CRM System	Review Comment / Suggestion
		<ul style="list-style-type: none"> - Address • Change School Details - Phone, Email, Address 	
1.6 SACE to be able to easily search for information	<ul style="list-style-type: none"> • Educator (4.1.7) • Provider (4.3.2) • School (4.4.5) • Evaluator (4.5.2) 	Search Screens	Able to search for Educator, Provider, School and Evaluator.
1.7 Maintain an organisational structure for Schools and Educators with search and reporting functionality	Regional hierarchy – Province, District, Circuit, School, Educator (4.7)	List of Educators per school (Name, ID, SACE Registration Number, Status)	

Requirement (as per Requirement Specification)	Relevant Section in Functional Specification Section	Web Portal / CRM System	Review Comment / Suggestion
2.1 Store entire record of SACE contact history	Store different types of communications, enter communications and see list of communications (4.8)	Query records stored	
3.1 Maintain details of each Activity submitted for endorsement	Enter Activities, Search, Initial Screening, Workflow (4.9)	Enter and View Activity information: Reference Number, Name, Description, Accreditation Status, Accrediting Body, Place of Delivery, Provider, Phase, Area of Specialisation, Level of Specialisation, Mode, Languages, Duration, Points	Currently +-125 Activities stored
3.2 Search Activity	Search Activities (4.9.2)	Search for Endorsed Activities	Currently Educators and Schools

Requirement (as per Requirement Specification)	Relevant Section in Functional Specification Section	Web Portal / CRM System	Review Comment / Suggestion
Information		via: <ul style="list-style-type: none"> - Name, Reference Number, Accreditation Status, Accrediting Body, Place of Delivery, Area of Specialisation, Level of Specialisation, Languages, Type 	only able to search via Activity Name. Please investigate.
3.3 Educators view list of Endorsed Activities	Endorsed Activities (7.2.2)	View List of Endorsed Activities: <ul style="list-style-type: none"> - Name, Provider, Type, Place of Delivery, Area of Specialisation, Language, Status, Enquiry to Provider, Points 	Currently +-60 Endorsed Activities in the system

Requirement (as per Requirement Specification)	Relevant Section in Functional Specification Section	Web Portal / CRM System	Review Comment / Suggestion
3.4 Educators able to send a query to the Provider	Educator to Provider Enquiry (7.2.3)	<ul style="list-style-type: none"> • Send Query to Provider: <ul style="list-style-type: none"> - Specify contact: Phone or Email - Enter Message • View Open Queries 	Query to Provider sent – did not appear as an open query for Educator nor Provider. Please investigate this function.
3.5 Educators able to provide feedback on activities attended	Educator feedback (7.2.4)	<ul style="list-style-type: none"> • View list of Activities Completed • Enter feedback: <ul style="list-style-type: none"> - Quality, Ease of Access, Relevance, Duration, Comments 	When attempting to do so, get an error message "You are not able to give feedback on a pre-defined activity, please contact SACE if you need assistance".
3.6 Providers able to view details of their Activities	Provider details (7.3)	<p>View Provider Activity List</p> <ul style="list-style-type: none"> - Name, Reference Number, Evaluator, 	

Requirement (as per Requirement Specification)	Relevant Section in Functional Specification Section	Web Portal / CRM System	Review Comment / Suggestion
		Status, Type View Endorsement Pending List - Name, Provider, Reference Number, Place of Delivery, Area of Specialisation, Language, Status, Created Date	
3.7 Pre-defined workflow to be able to endorse new activities	Activity endorsement workflow (5.2)	Workflow pre-defined.	Currently the Provider workflow is not going to the correct SACE Staff member responsible for Provider queries.
4.1 Record points achieved per year, and	Points Entity (6.3)		Record Points – Educators able to add their own points without approval – as per system

Requirement (as per Requirement Specification)	Relevant Section in Functional Specification Section	Web Portal / CRM System	Review Comment / Suggestion
per 3 year cycle			change.
4.2 Define points per Activity and assign points to Educator	Activities and points not yet defined (6.2)	Add activities with points and priorities	Activities and points loaded
4.3 Allocate points to Educator by Provider or School	Self-service: Providers (6.4.1), Schools (6.4.2)	Providers record attendees Schools record attendees (Activity Name, Date, Educator Name, Comments)	
4.4 Edit points allocated to an Educator (with audit trail)	Delete Points (with audit trail) (6.3.4)		Able to delete points and enter reason for deletion. However deleted points not showing.

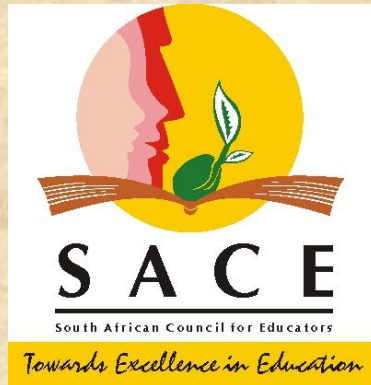
Requirement (as per Requirement Specification)	Relevant Section in Functional Specification Section	Web Portal / CRM System	Review Comment / Suggestion
4.5 Enforce points rules per year and 3 year cycle	<ul style="list-style-type: none"> • Points Rules (6.1) • Points carried to next 3 year cycle or which categories apply (to be confirmed) 	Earn 150 points over rolling 3 year cycle	
5.1 Record complaint, query or compliment	Query Entry (4.10.1), Categories (4.10.2)	See "Report Problems"	Suggestion: Standardisation on use of "Query" vs "Problem" as this may cause confusion.
5.2 Educators, Providers and Schools log queries which alerts SACE team	<ul style="list-style-type: none"> • Query Logging (7.5.2) • Automatic assignment of queries from self service (4.10.3) 	Educators / Providers / Schools Report Problem: <ul style="list-style-type: none"> - Enter Description, Type of Problem and Classification - Auto-number generated 	<ul style="list-style-type: none"> • Queries logged are alerted to SACE • How to Edit / Cancel a Query is not clear.

Requirement (as per Requirement Specification)	Relevant Section in Functional Specification Section	Web Portal / CRM System	Review Comment / Suggestion
		- Query assigned	
5.3 Pre-defined workflow to be able to resolve queries	Query workflow (5.4)		Workflow in place
5.4 Pre-defined set of time constraints for query adherence	<ul style="list-style-type: none"> • SLA Timings (4.10.4) • Workflow Timings (8.1.2) 		
6.1 External communication with stakeholders via post, email, fax and SMS	<ul style="list-style-type: none"> • Communications (4.8) • Yearly SMS Update (8.2.1) 		SMS Functionality not yet tested.
7.1 Generate reports based on records: School	<ul style="list-style-type: none"> • Temporary Educator (11.3.1) 		Unable to run a report – get a system error.

Requirement (as per Requirement Specification)	Relevant Section in Functional Specification Section	Web Portal / CRM System	Review Comment / Suggestion
History, Educator Take-up, Educators who achieved target, Average Points Earned	<ul style="list-style-type: none"> • School History (11.4.1) • Educator Take-Up (11.4.2) • Educator No Take-Up (11.4.3) • School Take-Up (11.4.4) • School No Take-Up (11.4.5) • Provider Take-Up (11.4.6) • Educators Who Achieved Target (11.4.7) • Educator Points (11.4.8) • Provider Points (11.4.9) • Activity No Take-Up (11.4.10) • Query Category (11.5.1) 		

Requirement (as per Requirement Specification)	Relevant Section in Functional Specification Section	Web Portal / CRM System	Review Comment / Suggestion
	<ul style="list-style-type: none"> • Query Assignment (11.5.2) • Educator History (11.6.1) • School History (11.6.2) • Provider History (11.6.3) 		
8.1 Access from any location	Web self-service (7)	Web portal	
8.2 Access Levels per User Role	<ul style="list-style-type: none"> • Teams (12.1) • User Profiles (12.2) 		Access levels in place
8.3 Integrate Back-office or Parallel Systems	<ul style="list-style-type: none"> • EMIS Data Import (9.2) • Synchronisation of Educator Data with Registration system (9.3) 		<ul style="list-style-type: none"> • School Data imported from EMIS • Educator Data imported from Registration System
8.4 SACE team to edit			Able to edit User Accounts

Requirement (as per Requirement Specification)	Relevant Section in Functional Specification Section	Web Portal / CRM System	Review Comment / Suggestion
User Accounts			
8.5 Flexible and Expandable system	Customisability (1.1.2)		SACE Administrators not yet trained on performing customisations
Evaluators not specified in requirements, but included in the system			Currently +-10 Evaluators stored



SOUTH AFRICAN COUNCIL FOR EDUCATORS

Private Bag X127
Centurion
0046

240 Lenchen and Jean Avenue
Centurion
0046

Tel: (012) 663 9517
Tel: (012) 663 9238

www.sace.org.za
info@sace.org.za

Produced by the SACE Policy and Research Division

The status of the CPTD management system: A report based on the pilot July 2012

ISBN: 978-0-621-41430-1