

AN EVALUATION OF THE PROVISION AND FUTURE DEVELOPMENT
OF PROFESSIONAL TEACHER EDUCATION IN SOUTH AFRICA WITH . .
PARTICULAR REFERENCE TO COLLEGES OF EDUCATION:

A PUBLIC ADMINISTRATION PERSPECTIVE

BY

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VOLUME THREE

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CHAPTER EIGHT

8 ADMINISTRATIVE REQUIREMENTS AND MECHANISMS FOR MAINTAINING STANDARDS IN TEACHER EDUCATION

8.1 INTRODUCTION

Various administrative requirements and mechanisms have been devised to ensure and improve the quality of teacher education. Dunkin (1987:659) has highlighted some of these as being:

- raising admission standards;
- strengthening accreditation processes;
- providing effective internships;
- providing effective continuing education;
- redesigning teacher education programmes; and
- increasing teacher salaries as an incentive for drawing a better calibre of applicant.

The collegiate concept is perceived, in part, as a mechanism for ensuring standards, developing colleges and lecturers and pooling resources and expertise in a corporate non-competitive attempt to improve the quality of teacher education. In this chapter, the whole question of standards in teacher education and mechanisms to ensure standards will be considered, as this has an important bearing on the collegiate concept.

Certification is the procedure by which institutions issue a certificate stating that a person has complied with all the requirements applying to a particular qualification. It is commonly applied in qualifying to practise a profession such as teaching. The qualification forms part of the certification, which may require a period of professional practice before the certification is awarded.

With a variety of training institutions, certification is a mechanism used to assure society that a professional is eminently qualified in spite of such variations in training. Such certification represents a contractual agreement authorising the professional to render service. Certification is usually controlled by the profession itself, the process acting as the 'conscience' of the profession, as it has a unifying effect and uplifts the status of the profession.

Certification in teaching is a ploy to protect the profession. Teaching is an externally controlled profession as the major decisions concerning admission, preparation for practice, as well as the terms and conditions of practice, are determined by legislative and regulatory bodies essential external to the profession. Up to a point this is acceptable as the State must control schooling as part of its sovereign duty. If the power of State control becomes too detailed and prescriptive however, certification is a means whereby a profession can establish national

acceptability and become an architect of its own destiny to a far greater extent (Sparks 1970:344). Professional standards are developed which must find broad acceptance within the profession and credibility with the public. Debate commonly exists as to the nature of the agency which should be entrusted with the certification. In order to safeguard the public from a service in which terms are dictated via the guise of funding procedures, a professional body is considered preferable as a certifying agency to a governmental body. Control of teaching by teachers should in effect improve the competence of teachers. Public sentiment requires competency testing via a standardised set of criteria for entry to the teaching profession.

Such criteria may include basic intelligence, communication skills, a general education, knowledge of the subject matter to be taught, and personal characteristics, but these necessary qualities are not sufficient to be certified as a teacher. Preparation in pedagogy is also required, which may include a training curriculum to provide knowledge and skills considered essential to teach, and a supervised internship in which to demonstrate on the job competency. Once certificated, a teacher is presumed to have met the appropriate entry level standards applied to all teachers as a guarantee of the standard of training.

Certification has been criticised, as if the standards are too rigorous when selection takes place, there will not be sufficient teachers to meet the country's requirements.

Certification is meant as a means to an end, but it can become an end in itself. Syncom (1986:30) declared:

"Certificates have to a large degree replaced learning as the objective of formal education. The concentration on mental and theoretical exercises, on rote memorisation rather than practical experience and the skill to apply acquired knowledge, prepares most students for neither job, family nor responsible adulthood".

The aim of certification is control for the ultimate benefit of the child in the classroom. Bad certification occurs when the aim of the process becomes professional self improvement *en masse* via a gatekeeping process.

8.3 ACCREDITATION AND TEACHER EDUCATION

Accreditation is the permission given by an authorised institution to a person, or an institution, or a group of institutions which comply with pre-determined standards on criteria, to undertake teacher training. It includes the right to periodic confirmation that certain criteria are still being complied with to the satisfaction of the authorised institution (TFC unpublished). It is the means an employing body may employ to evaluate the quality of a professional programme at a given institution. Similarly a professional body may use accreditation to ensure that qualifications granted by an institution over which it has no direct control meets, in part or in entirety, its requirements for admission to membership of the profession (Goodlad, Harrison in 1984:151).

The accreditation process has an influence on the profession and on the training institutions in that the prescribed

guidelines and visitational reviews of courses exert external judgements on institutional performance and the perceived professional requirements. These influences may be positive and promote the improvement of professional training and hence of professional practice. They may also be negative in the sense that the earliest terms for accreditation in the perjorative sense were 'classification' and 'standardisation', implying a seal of conformity in the name of quality. Such uniformity and inflexibility may well be seen as undesirable.

Although accreditation competes with the autonomy of the institution, it allows the institution freedom in other ways. Selden (1964:267) points out that accreditation of teacher education must be viewed as part of the government of higher education in that colleges and universities have the obligation to demonstrate for all of society how they can voluntarily and cooperatively govern themselves, and how they can maintain 'freedom under authority'. For this reason it is imperative that the institutions themselves assume the primary responsibility for their mutual governance in the accreditation of teacher education. Their primary responsibility does not exclude the participation of other groups, including the general public, which also have valid concerns for the education of the teachers of their children. Thus it is the perceived responsibility of colleges to govern themselves collectively and well in the public interest, or else the public will require the government to provide the needed governance. Accreditation,

in allowing for recognition by other educational institutions and the public, in fact promotes institutional autonomy within professionally prescribed limits rather than under governmental control. Through the determination of minimum requirements for their courses, institutions guarantee the standard of their training. Accreditation can therefore be a means of controlling standards.

Accreditation may be accomplished in various ways.

(i) Institutions could be given complete autonomy and accredited on their own recognisances. It is interesting to note that the American four year colleges from their inception in colonial days, were granted the authority to award degrees;

(ii) The control of standards could also be achieved by a National Ministry with extensive powers and authority. This is the basic model of control currently applicable to many of the (black) teacher education colleges which fall under Departmental controls;

(iii) Standards could be controlled by higher education institutions falling under a national university, as happened initially in South Africa. Here there is the fear of imperialism and a lack of institutional autonomy;

(iv) Control could be situated regionally or locally; and

(v) Accreditation and the control of standards could be accomplished by an independent agency, with a legal status distinct from governmental control.

The collegiate model has elements of each of these in that institutions will have a degree of autonomy under a quasi governmental/quasi professional intercollegiate structure, with professional and local public inputs.

There is a need to develop a reliable and generally acceptable set of measures for a system of universal accreditation. The aim is to derive a common set of standards cooperatively. Although the selection of criteria and measures thereof is debatable, the cooperative process involving inter-institutional dialoguing is, in itself, beneficial to the aims of accreditation. The resultant factors will be based on agreements relating to professional knowledge and practices. It could be argued that the process is as valuable as the outcome in accreditation.

Accreditation is thus a system whereby institutions as a community confer credentials on member institutions, which is the essence of the collegiate concept. The process is aimed at establishing institutional equivalences and course compatability. It is determined whether courses at one institution are of essentially the same quality as courses at another institution. Accreditation thus paves the way for course transferability and student transferability from one accredited institution to another.

Accreditation in this regard, on the other hand, can be a negative influence as it engenders an often unintentional enforcement of uniformity. If the curricula are essentially identical, innovation tends to become suppressed. Some balance is needed on a 'separate but equal' basis, but the pressures for conformity are strong. Barrett (1980:38) has pointed out that inter-institutional validation or accreditation, where the institutions are related, but dissimilar, as with universities accrediting college of education courses, the tendency is for the colleges to be pulled away from their professional context, by tending to become too academic. The collegiate concept allows inter-collegiate accreditation, with applied education diplomas and degrees, which would obviate this problem to a fair extent.

B.4 VALIDATION AND TEACHER EDUCATION

Evaluation is any procedure whereby the effectiveness of a course of professional training is investigated by the teaching institution itself or by an external body (Harrison in Goodlad 1984:151). Validation is a specific kind of evaluation in that it is a procedure for establishing the suitability of a proposed course, in respect of content, academic standard and teaching resources, which will lead to a qualification being awarded upon the successful completion of the course. Thus a qualification is submitted to an authorised institution by the teacher training institution involved and, after evaluation according to specified and

generally agreed on criteria, the qualification is declared valid. Billing (1986:40) defines validation as:

"A political process of legitimation ... a way of building consensus, internally and externally, by adding together a number of subjective judgements to develop confidence in degree courses amongst teachers and outsiders".

He sees the role of accreditation as symbolic and motivational rather than as normative. Strictly, validation refers to the scrutiny of an initial proposal to mount a new degree course. This needs to be distinguished from the continuing monitoring of existing courses and from periodic reviews of the output of higher education institutions. However, in practice validation has come to mean the entire quality control operations, including the control and evaluation of a course, as a means of encouraging academics to think about and evaluate the aims, methods and results of their teaching in a purposeful and critical way (Church 1988:29). Universities talk of this process as the monitoring of academic standards. The aim of such processes is to improve quality and efficiency, and these factors are largely dependent on the commitment of the academic community to maintain and improve standards. Thus validation and monitoring are not completely separate from normal management procedures.

Validation operates in a collegial way. It is predicated on the belief that self evaluation is the most important guarantee of academic vitality. Rather than accepting externally imposed notions of performance or purpose, it is claimed (Church 1988:28) that institutions should be

esteemed for their collective process of peer review and the way that it is evaluated within the system.

The quality of staff at an institution of higher education is regarded as the first safeguard of the quality of education in general. Given a properly qualified staff, fairly appointed, such staff resources can be fully exploited through a professional induction training. Validation and the monitoring process require staff interaction within a coherent and self critical institutional community. This process aids in staff development. Professional dialogue, based on mutual trust, within and between institutions is the essence of validation and ongoing monitoring procedures. What is really at issue is convincing one's peers that one is a worthy member of the guild (Church 1988:39). Validation is therefore a system of ensuring that people think seriously and consistently about the design and operation of their courses, and the effects of their teaching. Essentially it encourages an attitude of concern for the nature and purpose of teaching and learning. The ultimate decision about validation rests in the assessment of the arguments and their conviction. The process relies on talking about course and institutional coherence, consistency, integration, progression and leadership. What is actually assessed is hard to define and identify, but there is no doubt that validation has come to serve as a means of developing professional and, especially, institutional self confidence. In the process it has helped

to justify institutional autonomy, funding and a symbolised institutional status. Goodlad (1984:155) declares:

"In the past, validation and accreditation requirements have done a great deal to improve and maintain the standards of teaching institutions, particularly new ones and those in the process of upgrading".

The relevance of these sentiments *vis-a-vis* the colleges of education in South Africa is apparent. Although validation is not an absolute guarantee or warranty, it is a useful guide to the standard of professional education. Barnett (1986, in Church 1988:40) has summed up the value of validation:

"Validation has also been defended as a way of allowing institutions to attain their real purpose and character, as providers of a corporate enterprise based on collaborative, critical dialogue rather than accepting technological values imposed from the outside".

In South African collegiate terms, a self imposed and administered validation process is preferable to control by bureaucratic officials in Education Departments, allowing the colleges, in time, to develop and come in to their own.

Validation can include determining conditions of entry to a course, the structure of a course, including content and level of syllabuses, the standard of achievement required of the students, practical experience - in short, a justification for awarding a teaching qualification. Rather than specifying rigid requirements, permissible kinds of performance are defined. These assessments can be made via student assessment, reports, inspections and staff appraisal. The emphasis can be on the process and the

outcomes of the course. In order to maintain and improve standards, staff development may be included in the course monitoring process.

Validation raises questions on how to assess the relative success of a course. Discussion may centre on what the course objectives should be (summative evaluation), the effects the course has on the student (illuminative evaluation) or the reasons why sections of a course are effective or not (prescriptive evaluation) (Harrison in Goodlad 1984:155). Valid questions raised include whether the professional training is appropriate, what the duration of the training should be, what balance should be obtained between general education, theoretical training and practical experience.

Three modes of validation have been identified (Church 1988:27):

- (i) initial approval of new courses;
- (ii) regular monitoring of performance, including ongoing adaptations and rectifications made to the course; and
- (iii) intermittent, but more intensive and formal inspection of the course organisation and achievement.

Within these categories it is possible to review:

- (i) inputs, such as admissions, resources, staffing and curricula;

(ii) processes via feedback mechanisms such as continuous assessment and staff development; and

(iii) outputs in terms of final examinations, the external examiner system and visitation by outsiders.

Although validation has an empirical type of approach, it has limitations in terms of its modes, its functioning and its procedures.

Validation may be conducted by the institution itself, by academic peers external to an institution, by a national academic body, by a professional body or by a combination of the above. The Teachers' Federal Council has favoured one central body, with representatives of the training institutions, of the colleges, universities, technikons, and the organised teaching profession. It is implied that such a body will be for all population groups.

8.5 NATIONAL COUNCIL FOR THE ACCREDITATION OF TEACHER EDUCATION (NCATE)

The core references for the NCATE discussions are Browne (1979), Cottrell (1964) and Smith (1985).

In the United States of America, accreditation is accomplished on a different basis to what would be applicable in South Africa, as teacher education is organised on a state basis. Each state accredits its own teacher education programmes. There is a need however for an inter-state accreditation mechanism on a nationally acceptable basis and NCATE fulfils this role to an extent.

NCATE is not a State controlled agency, it has no legal status as such and accreditation with NCATE is on a voluntary basis. For this reason it is not a truly national accrediting institution as it does not function universally for all teacher education institutions.

In the independent and self governing states in Southern Africa, the state boundaries are not an obstacle to employment and so accreditation on an NCATE basis is not envisaged for South Africa. However the NCATE system does highlight issues and procedures which are relevant to the present discussion and so this system will be considered briefly.

8.5.1 ORIGIN OF NCATE

NCATE was established in 1954 under the auspices of the AACTE out of five constituent organisations representing agents of training, legal sanction, professional affiliation and employment in teacher education. It was recognised by the National Commission on Accrediting as the official accrediting body for teacher education. Its interests and representation have been exclusively oriented to higher education making it difficult to engender the widespread professional and legal support necessary to counter the pressure of influential schools officials and lay citizens who constitute pressure groups for state certification, expressing political action, vested interests and the scramble for control of teacher education (Dunkin 1987:659).

8.5.2 COMPOSITION OF NCATE: THEORETICAL CONSIDERATIONS

The nature of the membership of NCATE has been polemical. Some feel that all the stakeholders in teacher education should be represented. If this were so, including all the scholarly disciplines involved, the numbers would be unwieldy making the Council virtually unmanageable. Yet there is a need to operate with a degree of fairness to all parties. If a system of committees is used as a mechanism for wide representivity in all areas of concern, the question of interactivity and the effective flow of information and opinions becomes a problem. A wide assortment of associations, societies and organisations within an intricate process of participation would result in a complex and cumbersome arrangement for accreditation. Suggestions have been made for an elected Board of Directors to adopt policy, set standards and generally approve procedural patterns, supported by specialist panels which would deliberate and serve as channels of information from the field to the Council and consider problems and issues. The panels could nominate members to Council.

There has also been discussion on the relationship of a member of the Council or a committee to the constituency that nominated him. Should the nature of his obligation be to take the 'party line', lobby and guard the interests of his constituency by influencing policy, or does the good of the profession take precedence over parochial interests, so that a representative can be independent and operate as a

free moral agent? The latter view predominates, with the representative making known the general climate of opinion and thinking in his constituency and feeding back the reactions to policy decisions and judgements, thereby keeping the Council abreast of constituency perspectives. In general, it is felt that the need is for high calibre Council members, with the Council being able to depend on their maturity, sincerity and good intentions.

These theoretical perspectives represent real issues which need to be considered when considering the collegiate concept, based as it is on professional corporality and peer support.

8.5.3 COMPOSITION OF NCATE

NCATE is composed largely of representatives of teachers and teacher educators. As such it represents professional regulation, without the legal jurisdiction of state level licensure. The Council consists of 19 members as follows:

7 members from the American Association of Colleges of Teacher Education

3 members from the Ad Hoc Committee appointed by the National Commission on Accrediting (representing liberal arts colleges)

1 member from the Council of Chief State School Officers

1 member from the National Association of State Directors of Teacher Education and Certification

6 members from the National Commission on Teacher Education and Professional Standards, NEA

1 member from the National School Boards Association

The Council has three major committees:

The Committee of Visitation and Appraisal consists of 36 members, 3 from the Council and 33 from colleges, universities, the school system and state departments of education. Colleges and university representation predominates, resulting effectively in peer review. Apart from establishing the evidence for the Council to decide on accreditation applications, this Committee also recommends policy changes and changes to standards, arising out of its experience.

The Committee on Standards consists of 7 members, of which four are Council members. This Committee establishes the guides on accreditation of institutions and the standards required, which means establishing the kind of information needed by the Council to determine whether the standards required are being met.

An Appeals Board is appointed by the Council, but it has nothing to do with the Council and is not responsible to it. It is an avenue for appeal of Council decisions and it is interesting to note that in the first 10 years of NCATE's existence, this Board has never had cause to function as no appeal has been presented. The members of this Board are not appointed for their knowledge of teacher education, but for

their integrity, courage and general standing as educators. An institution which wishes to appeal presents a statement of appeal, the Council makes all the documents available relevant to the case. The Board is required to review the Council's decision in the light of the evidence and make its findings and recommendations on the case known to the Council, which makes the outcome public knowledge.

A person who has been associated with an institution being considered for accreditation must excuse himself from the Council or the above committees.

The costs of visitation are born by the institution being judged for accreditation

8.5.4 RATIONALE OF NCATE

The need was felt for a body with responsibility for establishing some consensus or commonality about what should be included in courses preparing future primary school teachers. The approach was not be prescriptive, but aimed at standardisation at acceptable levels. On these grounds, NCATE is required to publically identify institutions that meet certain standards or criteria in a specific area of education. In the process, the educational provision is stimulated and improved. The process of accreditation is also concerned with increasing the stature of the profession by enhancing the stature of its professional learning and education programme. The ultimate aim is national recognition and acceptance by society of the professional

programmes accredited, and therefore the individuals who hold these qualifications, via an assurance to society that the programmes are of a high quality.

8.5.5 PROCESS OF ACCREDITATION

An institution seeking accreditation for a programme applies to the Council. It is sent data on the initial information which is required, which it duly completes and returns to the Council. This information is assessed. If there are problems, the institution is informed and requested to review their programme and to take steps to rectify the position. If there are no problems, the institution is asked to proceed with plans for the visitation. A date is set for the visitation and the institution is required to prepare a report on how the institution prepares its teachers, with a separate chapter for each of the seven standards required, which represent the criteria basis for judging an institution. The seven areas are:

- (i) institutional objectives;
- (ii) organisation and administration;
- (iii) student personnel programmes and services;
- (iv) faculty;
- (v) curricula;
- (vi) laboratory experiences; and,
- (vii) facilities and instructional materials.

This document may be between 75-200 pages in length.

The institution is sent a list of possible visitors and may delete persons it considers not suitable from the list. About 12 visitors are then selected by the Council, with about 10 of these coming from out of state colleges and universities. The local persons represent the state department and the state education association. Each visitor receives a copy of the institution's self report and NCATE materials on visitation. During the 3-4 days of the visit, the members of the committee observe conditions, examine records and conduct interviews. In particular they gather performance and validation information on the nature of the teacher education programme, why it is as it is, especially noting unusual features, and the acceptability of the programme with reference to each standard. They report on specified indices and evidence of quality. Their report must be on factual information and may not consist of value judgements. Visiting team members are specifically debarred from consultation or giving advice as they must assess the factors objectively and not form part of the process. The members of the committee provide information to the Chairman who writes up the report, which contains no recommendations or criticisms. The institution is permitted to check this report for completeness and accuracy before it is presented to the Council. The report is usually some 40-70 pages in length.

This report is sent to the members of the Committee on Visitation and Appraisal, with the supporting documents.

They weigh the reported information against the Council's standards and prepare a report for the Council, including a recommendation of action. The Council meets twice a year to decide on the issue and the decision is sent to the institution with reasons. The chairmen of the committees which have investigated and deliberated on the matter are present when the application is discussed by Council.

Such a process recurs every 7-10 years after accreditation is granted for a programme. Visitation can be conducted at any time if there is cause for concern. The denial rate is one in five of the institutions making application for accreditation.

8.5.6 PRINCIPLES OF THE PROCESS OF ACCREDITATION

Certain principles appertain to the process of accreditation by NCATE. A programme will only be evaluated on request if it has received the prior approval of the local state department and the regional association. It should be noted that it is the programme which is accredited and not the institution. Accreditation is considered in three categories, viz. elementary school, secondary school and school service personnel, which includes administrators, counsellors, supervisors and curriculum specialists, and accreditation covers from undergraduate to doctoral level.

A request for accreditation is not declined without offering an opportunity for the institution concerned to provide clarifying information or further evidence of quality. The final outcome may be full accreditation granted, or

provisional accreditation or a 'deferral of action'. An institution has three years to meet the prescribed provisos of provisional accreditation by presenting evidence of its qualities required to qualify. Only once such trial is offered, at a time suitable to the institution itself and, if the trial is failed, a full new evaluation becomes necessary. If on the other hand the decision is 'action deferred', the institution may request a reappraisal and a meeting is held to validate any clarifying information presented.

NCATE requests Departments of Education to credential students who have NCATE institution qualifications. Allowance is made for joint visits with regional accrediting agencies, reducing the double load on institutions. NCATE is however solely responsible for the policies it adopts and the procedures it follows, given that prior consultation does occur. The emphasis is on meeting standards rather than stimulation of improvement, although the latter is held to flow from the former. One drawback, which seems insurmountable at present, is that no adequate way has been found to evaluate the performance of the person product of an accredited institution, which is desirable in theory but difficult to realise in practice.

From its experience NCATE feels that, in spite of instances of excellence, the preparation and in-service programmes it has encountered are not generally adequate. It feels strongly that the determination of policies and plans for teacher education should be derived from the combined

efforts of academic and professional educators at the institutional level. It also believes that there is no golden yardstick and that accreditation must be relative to the status of the profession and its training institutions, and that as the standing of these rises, the function and role of an accrediting body should likewise change.

Because it does not specify courses or credits required to secure certification, NCATE claims to be committed to variation and experimentation. Its assessments are broader in nature and hinge on whether the conditions in a college are conducive to effective teacher education programmes.

8.5.7 NCATE AND ACCOUNTABILITY

NCATE is not subject to any public control whatever. Whether this should be so has been queried. If NCATE were accountable directly this would affect its constitution, *modus operandi* and the outcomes of the accreditation process. There are an enormous range and variety of teacher education institutions, from small monotechnic colleges to complex universities, each with its own vested interests. Seldom is an accrediting body responsible to the institutions it assesses. Then the government, the community, the parents, students and the profession have decided interests. In what way can it be held responsible by all these interests, which are often in conflict? How can the Council decide what is acceptable practice and from what criteria? Where should the final seat of authority lie? The considered opinion in answer to these sorts of queries is

that the Council should be responsive and sensitive to all the elements in the field it serves, but with authority to act independently in the final analysis.

Yet NCATE can be seen to be hamstrung by its own members, as it is a voluntary organisation and would battle to set standards and requirements too far removed from its members institutional practices and achievements. Innovation becomes difficult as members cling to their tried and tested ways and resist change. Yet NCATE can claim that 50 % of the colleges and universities do participate in its accreditation process, and one in five of the institutions making application for accreditation are denied it, which shows both credibility and clout. Dunkin (1987:658) claims that the effect of the NCATE accreditation is more honorific than regulatory however.

8.5.8 CRITIQUE OF NCATE

Much debate has centred around the intent of NCATE and whether these intentions are realised, or even realisable. Debate has arisen on what should be assessed, for example the educational processes, or fields of knowledge, or the facilities or the results attained? Should the accreditation process be specific to positions or functions or roles, such as an art teacher or a vice principal? What is the importance of assessing the organisational pattern or institutional pattern? Accreditation is purported to be a form of prediction of future excellence in the performance of professional tasks. If so, are accomplishments what

should be assessed or are these reliable indicators of practitioner performance? Should an institution be required to develop its own concepts of meaning and standards? What constitutes a 'defect' sufficient to result in accreditation being denied?

Disagreement occurs (Cottrell 1964:149-151) over whether the standards should be universal and ideal, or a minimum that is acceptable, and whether in detailed and specific terms. Proponents of a universal ideal stress the advantage of the influence of standards in producing a common mind as to appropriate requirements and feel that institutional divergences can be accommodated on a basis of flexibility in judgement. There is an assurance of a common denominator of qualifications among all institutions. Yet detractors to the universal ideal approach point out the difficulties in gaining consensus on what should be ideal and universal and fear that those institutions who fall far short of the ideal may give up an accreditation as being beyond their reach. But if minimum standards are implemented, where is the impetus to strive for a better quality, especially if NCATE is perceived by inferior institutions as an inspection agency which encourages conformity rather than development?

If detailed or specific measures are taken, this leads to a profusion of detail and it does not allow for the typical, yet successful, operation. A shortage of library books will have a negative effect on an academic qualification, but what number of books is sufficient and what of the few key books handled in depth approach, which is also valid?

General terms as standards are preferred as they are more meaningful and significant, they encourage initiative and permit flexible standards. They concentrate on quality rather than quantity. But these aspects are difficult to assess, as no criteria or indices exist beyond subjective judgement.

Does the NCATE accreditation process really stimulate improvement by the application of standards? Or does the rigid adherence to standards tend to stifle imagination and discourage innovation, which are essential to improvement? An institution could be technically good, with all the processes, procedures and facilities, yet conduct an inferior programme. The outcome in terms of student quality, or perhaps qualities, is beyond measurement as the requisite indices are not known or fully understood, indeed if they ever will be in a human concern.

The procedure of a Visiting Committee to verify facts and leave the decision to another Committee far removed from the institution to decide on the basis of hearsay, expressed in written reports, has been questioned as a valid measure. There is also the problem of finding suitable Committee members, with the training and experience. If professional educators predominate, as tends to happen, there is less emphasis on academic matters and more on the techniques and mechanics of the professional practice. The right of teachers to be involved in establishing goals and objectives is accepted, but this does not make them competent to judge college teacher education programmes.

The sheer volume of work involved in teacher accreditation is contrary to a refined process. With 900 training institutions, compared to 87 for medical training, the task is almost impossibly difficult.

In comparison, state accreditation occurs via a process of teacher certification after teaching experience, which may be a more valid appraisal of the person and the programme he followed. Regional associations are entirely controlled by institutional members and are committed to the principle of institutions accrediting each other. Yet the profession must surely also have a stake and an input. NCATE is not a system of peer review in fact, especially when universities are being assessed by teacher educators, which can happen. Some feel the need to make NCATE more responsible to the colleges and the universities.

The concept of national accreditation may be perceived to be just another undesirable restriction on the vital freedom of institutions. Some feel that quality will be improved by giving the teacher education institutions complete freedom to develop programmes without the restrictions of standards or accreditation of any sort. Yet complete autonomy in teacher education may not be advisable, let alone possible. With 50 states in America, each with its own vision of acceptable standards in teacher education, the need is felt for accreditation to establish a national standard of quality.

It is evident from the above discussion that many perspectives are possible; it is truly a matter of *quis custodiet ipses custodes?*

8.6 ACADEMIC AND PROFESSIONAL STANDARDS

In a collegiate arrangement, two guarantees must be built in to the structures, *viz.*:

(i) As a degree awarding body, the Collegium must ensure that its degrees are up to a sufficient academic standard to equate with equivalent degrees taken at any other South African university; and,

(ii) The Collegium must ensure that the awards, and hence the teaching and assessment that lead to these awards, are up to standard, so that the qualifications obtained at one college will fairly equate with a qualification received at another college.

As a degree awarding body, the collegiate university concept has been based on the CNAA in Britain and the structure, role and functioning of the CNAA needs to be considered.

8.7 COUNCIL FOR NATIONAL ACADEMIC AWARDS(CNAA): A CASE STUDY IN THE VALIDATION PROCESS

The core reference used on the CNAA was Lane (1975).

The CNAA has become an international standard and template for the awarding of degrees in institutions, including colleges of education, which do not themselves have a degree awarding charter. This model is, in broad principle,

appropriate for consideration in the collegiate model being proposed.

8.7 1 ORIGINS OF CNAA

The CNAA arose out of the recommendations of the Robbins Committee which:

"... had seen the need for an alternative degree system in which the colleges could themselves fully participate in establishing standards and achieving academic progress" (Lynch 1979:58-59).

Robbins held that in academic life, good teaching relies upon independence and so it was considered fundamental that an educational institution should be able to prescribe the requirements of its own courses. As an autonomous institution it should be free to establish and maintain its own standards of competence without referring to any central authority. For example, the colleges of education, in their relationship with universities, were placed in a dependent position. In addition to underwriting college degrees, the CNAA also took over the examination for a number of professional bodies.

The CNAA was established by Royal Charter in 1964 and permitted college of education students, *inter alia*, to take degree courses that were comparable in standard with other degrees. The CNAA also catered for the ever increasing need and demand for vocational, professional and industrially based courses that could not be fully met by the universities. In its Charter, the CNAA was committed to the advancement of education, learning, knowledge and the arts

and it was given powers to grant and confer degrees, diplomas, certificates and other academic awards and distinctions at educational institutions other than universities.

8.7.2 CNAA CONCEPT

The principle behind the CNAA concept is that an educational institution knows more about itself than outsiders. The CNAA represents a cooperative institutional validating system, comprising *inter alia* colleges, which enter voluntarily into a nationally organised system of review by peers external to their own college in order to establish course validation, whilst retaining their status of self governing academic communities. This peer review has developed into a partnership in course validation by persons who are personally disinterested in the outcome, in that they do not have a personal vested interest in a course. No model or prescribed mode exists for CNAA courses, so that colleges are forced to define and interpret their own aims and specialisation, which allows for institutional diversity. Freedom is allowed within certain limits for a college to devise its own curriculum and syllabus, to set its own admission standards and to examine its own students internally, subject to external examination moderation. Thus an independent and self-governing college has the facility to create and administer awards which have national currency, as the CNAA ensures that a uniformly acceptable standard is maintained, whilst, at the same time, regional and institutional variations are satisfied.

The CNAA has published its guiding principles as follows
(CNAA 1987:1-3):

(i) The main function of the Council is to work with institutions to maintain and enhance the standard of the awards conferred under the Council's Charter and to ensure that the awards are comparable in standard with those conferred throughout higher education in the United Kingdom;

(ii) The Council shall encourage the development of institutions as strong, cohesive and self-critical academic communities;

(iii) The quality of higher education is most effectively maintained and enhanced where institutions carry the maximum possible responsibility for their own academic standards;

(iv) The Council shall devolve responsibility for the maintenance and advancement of academic standards to institutions to the extent that they are capable of discharging that responsibility;

(v) The Council must be able to satisfy itself that all institutional arrangements for the monitoring and review of courses and the academic standards achieved are satisfactory;

(vi) The Council has a continuing responsibility to promote and disseminate good practice in public sector higher education by acting as a national centre for the exchange of intelligence on developments in course design,

teaching, learning and assessment and by providing nationally collated information to assist institutions in course validation and review;

(vii) A system of peer review, based on nationwide intelligence and drawing on persons from diverse backgrounds in higher education, industry, commerce, and the professions, is of significant benefit and needs to be retained;

(viii) In order to help to ensure greater emphasis on the standards achieved, the external examiner system is to continue to be improved and strengthened;

(ix) The Council needs to maintain a record of students who have received awards under its Charter;

(x) The Council must be able to ensure that complaints and appeals concerning its awards and the courses leading to those awards are properly investigated and resolved; and

(xi) CNAA's processes must be as simple and cost-effective as possible.

Such principles would represent a sound basis for the collegiate model.

8.7.3 CNAA STRUCTURES AND ORGANISATION

The CNAA is not a government agency. It is an independent body with the general powers of a university. It is governed by a Council which makes final decisions on matters of policy and controls the financial and administrative

affairs. The Council consists of 25 members, appointed by the Secretaries of State. A Chairman is also appointed. The representivity of the Council is as follows:

- seven university representatives;
- ten lecturers in constituent institutions;
- six persons from commerce and industry;
- two persons representing LEA interests; and,
- up to three additional members may be co-opted

In addition the chief executive officer and the chairman of the main committees are *ex officio* members. Councillors hold office for a term of three years. The Council meets at least three times *per* year, although special meetings can be called. Decisions are determined by a majority vote.

A number of main committees are established by the Council. One may think of the Council having general powers such as a university council, with the committees being similar to faculty boards. The Committee for Teacher Education has persons with appropriate experience in the teaching and teacher education profession. This committee reports to the Committee for Academic Affairs, which takes overall responsibility for matters of academic quality. The subject committees, such as for teacher education, are responsible for validation, review and approval of courses at associated institutions. Each sub-committee has a chairman, who serves

on the Council as an *ex officio* member, and about twenty members of standing in higher education circles.

The committees establish subject panels or boards in each subject discipline. Each subject board has 12-30 persons serving on it and its chairman serves on the committee that constituted it. Thus in any degree course, where many subject boards may consider a course proposal, there is a link from a wide grassroots representivity through the chairmanship line to the top policy-making level of the Council. It is the committee which draws up a board to perform a specific task of validation. Members of subject boards and validation boards act as individuals, not as delegates, even if they are nominees of a college academic board or a professional body. University members are welcomed as they represent the advice of established academic opinion. Care is taken to avoid control of a board by any particular pressure group. There is a deliberate and distinct representational element in the constitution of all boards and committees. It is the subject boards which really uphold the standards and reputation of the Council degrees. They do not act prescriptively, but play a strong advisory role and provide a forum for curriculum development. These boards act on behalf of the subject committees.

The role of the subject committees is to:

- (i) advise the Council through the Committee of Academic Affairs on matters of policy, regulation and standards in their field of study, for example education;

- (ii) enhance the quality of courses via policy, advisory and information documents, for example;
- (iii) validate and review courses;
- (iv) provide members for a validation board;
- (v) approve external examiners;
- (vi) receive and discuss reports on validation and review of courses on a national basis, and then act on information by developing projects or initiating studies;
- (vii) advise on matters of academic quality;
- (viii) maintain liaison with professional bodies;
- (ix) encourage research; and
- (x) nominate specialist advisers.

(CNAA 1987:23-24)

The Council maintains a register of specialist subject advisers who may be called upon where necessary, such as in course validation and review in accredited and associated institutions, advising on the appointment of external examiners, and contributing to the gathering, formulation and dissemination of subject information on a national basis. These subject advisers may be members of subject committees and many have experience as external examiners.

The specialist subject advisers are supported by subject officers, who organise the validation and review of courses and assist in this process on behalf of the subject

committees. They assist in gathering and disseminating subject information, advise institutions on request and organise national meetings, including meetings of external examiners in their area of expertise.

External examiners are at the centre of the peer review validation procedure. Member institutions put forward names of possible external examiners for approval by the subject committees, advised by the subject officers and specialist advisers. External examiners ensure that students are fairly assessed and that the awards conferred in each institution are comparable in standard. Once an external examiner is appointed to an institution, he is responsible to that institution and makes an annual report to the institution which is referred to the Council, and acted upon if he is concerned about standards of assessment and performance. Institutions must demonstrate in their annual reports that they have acted upon the external examiners' reports.

A Board of Examiners at each institution has the sole responsibility to confer academic awards. The external examiners belong to the Board. The awards are controlled by the CNAA but the administration thereof may be handled by the institution and bear its name. Controls are rigorously applied by the Council in this regard.

The Council maintains two kinds of relations with institutions. Associated institutions have a dependent status with the Council, whilst accredited institutions are given a relatively free hand, subject to reviews every 5-7

years. Accredited institutions are subject to an Instrument of Accreditation with its required controls that:

- council policies will be implemented;
- council regulations will be followed;
- external examiners will be approved by the Council;
- student appeal and student grievance arrangements must be functional;
- an annual report must be submitted to the Council;
- reports are required on validation and review mechanisms within the institution;
- definitive coursework documents must be provided; and
- the Council retains the right to call for information or reports, or to intervene.

(CNAA 1987:17)

In return, the Council supports its accredited institutions by providing policy and briefing papers which indicate national concerns and issues, and it provides a national support system.

An accredited institution is evaluated for renewal of its accredited status every 5-7 years on the basis of the performance of its arrangements for maintaining and enhancing the quality of its courses in terms of structure, content, delivery and outcomes.

The Council is financed by student fees and a government grant. The fear is that public financing could result in a loss of autonomy and independence, or a lower standing in the eyes of the academic community. The members of the Council, committees and boards work on a voluntary basis, being paid expenses only. There is a paid secretariat.

The Council established a Committee for Institutions which is responsible for the quinquennial visits. It ensures that the review procedures complement the course validation process and foster the development of relations between the Council and the associated institutions. This committee also negotiates variations proposed by the institutions in the validation procedures.

The CNAA and other universities are responsible for academic accreditation, whilst the Council for Accreditation of Teacher Education (CATE) is responsible for the professional accreditation of teachers. It is envisaged in the collegiate structure being proposed that these functions would be realised as a joint function, carried out by the Collegium.

Another administrative schism occurs between funding and accreditation. The CNAA (Pratt in Shattock 1983:125) acknowledges the validity of the argument that planning and funding cannot be satisfactorily done without taking matters of academic quality fully into account. Planning and funding inevitably involve making academic judgements. There is a need to separate the roles of course validation (i.e. standards) with academic judgement (i.e. course value for

money) as to whether a course is in fact needed, because decisions about the allocation of public resources occur between competing interests and are therefore political in nature. For this reason, it is not the place of a validating body to determine which courses should run at which institutions. There would be objections to the concentration of academic power if the CNAA and NAB (the national funding body) were in fact one body. Although functions will occur together in the collegiate structures being proposed, the Collegium will act on instructions from the Department of Education, which will set the broad policy parameters. It is interesting to note that the DES has assessors on the CNAA. They are entitled to attend and speak, but not to vote at meetings of the Council or of its committees or of boards, panels or other bodies constituted or appointed by the Council.

The Lindop Committee in reviewing the CNAA achievement recognised the role that it had played in establishing national and generally accepted standards and a level of competence in the public sector, but felt there was a need for a less formal system. They felt that institutions should be expected and encouraged to take full responsibility for their academic standards, that the system should recognise and accommodate differences between institutions, and that the prominence given to validation should be proportionate to its significance. Other alternatives to the established CNAA system were envisaged by the Committee (Pittendrigh 1986:66):

- (i) an institution's own academic board could be responsible for course validation, with the CNAA still approving and reviewing courses via regular visitation;
- (ii) some institutions could become entirely self validating whilst others continued with external validation, but with a broader range of delegated power;
- (iii) CNAA validation could remain, but with streamlined procedures;
- (iv) CNAA could validate groups of courses rather than each individual course;
- (v) the institution as a whole could be validated by the CNAA; and
- (vi) the institution could validate its own work and award its own degrees. This self validation would amount to an accreditation of the whole institution with its own charter.

The CNAA does offer post graduate degrees up to the PhD level with an emphasis on applied research. Colleges latterly have been permitted to offer masters degrees, with the M Phil being a research degree, whilst the MA and MSc are post graduate courses offered via the traditional lecture and examination method. The epithet 'applied' in teacher education implies the realisation that college courses are different in nature, content and objectives from traditional university disciplines. The emergence of professional or teaching studies courses in the CNAA degrees

has been noteworthy. There has been a concern to foster the professional distinctiveness of teacher education. Practice teaching may count towards the attainment of a degree. The 'applied' approach is also evident in the validation of in-service courses for teachers.

8.7.4 PROCESS OF COURSE VALIDATION

The process of validation of a degree course is lengthy and searching. If a college wishes to propose a new degree course, it initially obtains approval for the course from its own academic board or Senate. Approval is also obtained in principle from the LEA and the Regional Advisory Council for Further Education (RAC) to mount such a course. If local needs justify such a course, permission is granted for the college to approach the CNAA. The matter is also cleared with the DES. The college then prepares a submission to the CNAA proposing the course in the light of the guidelines which are laid down. Details provided include the rationale for the course, its structure, curriculum and syllabus, a bibliography for each course, teaching methods envisaged, assessment criteria for the course, resourcing provisions, management mechanisms and staffing, including their qualifications and experience.

The Education Committee of the CNAA constitutes a special board to consider the course on its merits. Members of this board, the subject board(s) and the Education Committee visit the college to discuss the proposed course with the staff, who will be responsible for the course, and to

examine the college facilities. Together they examine the course structure, content and methods of assessment. Note is taken if there are adequate facilities and whether the staff members have sufficient expertise to conduct the course. The Visitation Committee reports in writing on the outcome. Revisions may be required to the proposals. Generally they are tougher initially when establishing a college's credentials. If a course is approved, external examiners are appointed and the college runs the course on its own without interference until a quinquennial institutional review. The CNAA hopes that the college will show itself capable of acting on its own and being self sufficient in its resources.

The features of the CNAA validation process are held up to be (Alexander 1984:74-75):

- institutional integrity, autonomy and independence;
- concern for documentary evidence and statement;
- reliance on visitation and discussion;
- dependence on collective wisdom; and
- breadth of concern for the overall works of the institution.

8.7.5 BASIS OF COURSE VALIDATION

The CNAA procedures in validation start from a consideration of the overall justification, coherence and interdependence

of components (Alexander 1984:80). The object is to promote coherence, rather than permitting fragmentation, by emphasizing the maintenance of the course focus on educational studies. This thematic approach enables the achievement of a spiral of studies over the course period. A decided advantage is the ability to vary the bias more towards the academic or the professional aspects as required. Instead of prescribing a model for a course, the principles of 'focus' and 'concern' are invoked in assessing a course. The course designs are not specified but regulations and conditions for the awarding of Council degrees are specified in detail. Similarly the teaching methods and forms of assessment are not prescribed, but they are judged for suitability in the validation process. The Council's style of knowledge management is to offer firm support and guidance for validation approaches, without being prescriptive.

The following aspects are considered carefully.

- CNAA attach the greatest importance to staff qualities. They consider the qualifications and experience of the staff who will teach the course, their research activities and publications. The staff are required to be imaginative and of high intellectual calibre, as well as being good teachers. The coordination and leadership of the staff as a team is also important. There should be opportunities for staff to further their knowledge of their subject and develop their teaching methods, and this applies especially to new members of staff joining a college. Teaching

programmes should not be unduly heavy. The CNAA naturally requires a sufficient number of staff of sufficient calibre in each of the principal branches of study of the course, to form an adequate nucleus for the course to begin. Additional staff may be required before a course is considered viable.

- The quality of academic life is assessed by considering the college as a whole, including its policy, ethos and environment. In terms of infra-structural resources, CNAA will assess factors such as library facilities, technical, clerical and administrative staff, teaching accommodation, laboratories and workshops, equipment, finances and what the money is expended on (eg books and journals). More subtle assessments include a consideration of the academic structure by which the staff and students can participate in policy-making within the college, thereby exercising their full academic responsibility. For example, an assessment is made as to whether a college can uphold and maintain its quality of teaching and the standards of the examinations, by acting collectively through their academic board or Senate. The environment of the institution should be sympathetic to the objectives and requirements of study, stimulating wide-ranging interests and rational debate. The staff and students should come into contact with other students and the wider academic community. Scholarly and professional activities should be encouraged within an academic community. Management style is considered whereby physical, financial and personnel resources are allocated

and used optimally, priorities determined and major issues are open to discussion.

- The submission documents are scrutinised in detail in order to ensure that the proposals are backed by careful thinking and adequate resources. The standard of work in a subject at an institution is assessed. The curriculum and syllabus is not only reviewed in terms of content, but other factors are considered such as the time-tabled hours *per* subject and their breakdown into lectures, tutorials and practical work. Book lists are important and statements on the objectives of the course are also considered. Other facets assessed are the admission standards, practical teaching arrangements and the arrangements for assessment, including the external examiner role and function. The college must demonstrate that it will ultimately certificate its students on the basis of a clear scheme of assessment that is fair and well founded. The examinations regulations and requirements must be clearly established, not arbitrary. They must test different kinds of cognitive skills, such as recall, understanding the principles, and the ability to analyse and evaluate. Overall, the evidence of college self evaluation in all the above facets is important, as validation does not apply for a moment in time; it is an ongoing dynamic process which is ultimately the responsibility of the college. Mc Nay and Cormick (1982:45) specify the CNAA rationale in this regard:

"The course, together with its operation and teaching, must be subject to regular monitoring and evaluation by the staff teaching it and generally by the institution.

The object of this monitoring and evaluation is to maintain the standard of the course, and to improve, wherever possible, upon the means whereby the objectives of the course can be achieved".

The ultimate test of any course is the outcome of the studies in terms of the student. The mechanics of a course are one matter; the educational process and outcome is another. The CNAA holds that the primary aim of any programme of studies must be the development of the students' intellectual and imaginative skills and powers. Knowledge, plus increased intellectual and imaginative development must be presumed by the content of the programme and the way it is taught. A greater understanding and competence, and a higher level of intellectual and creative performance, go beyond the mere learning of skills, techniques and facts themselves. A programme of studies must stimulate an enquiring analytical and creative approach, encouraging independent judgement and critical self awareness in the student. The skills of clear communication and logical argument are inherent in higher education. The ability to see relationships between what is learned and actual situations is important. A student should be able to see his studies in a broader perspective, appreciating attitudes and modes of thought outside the realm of his own discipline, and he must have an informed awareness of factors which affect the social and physical environment. In short, a student must be educated upon the completion of his course.

Thus an attempt is made to evaluate the course *per se*, and not just the written statements describing the course. The

process of validation itself is considered to have an intrinsic value in that it requires a high level of self justification. In having to justify the content and approach of a proposed course, there is the stimulation of having to think matters through for oneself and to examine critically one's assumptions and objectives prior to presenting them to one's colleagues. This process promotes autonomy as a college has to plan its own curricula models and strategies for submission, develop a coherent rationale, critically appraise itself and its resources, set objectives, cultivate professional interpersonal relations and contacts and conceptualise its policy. This process is an important factor in the CNAA scheme of validation, as the process is required to be continuous within an institution, with periodic reappraisals with the Council.

Courses are approved initially for a period of 5 years. They are then reviewed and reconsidered. This is not necessarily a full validation process however. Once a course has been initially validated and established, the college is free to pursue the course unimpeded, except for the role of the external examiners and the fulfilment of any conditions which may have been attached to the validation. However a college continues to receive regular visits from Council representatives, where they scrutinise the college as a whole, including its academic structures, procedures and facilities, in order to maintain an oversight on course standards. This system of progress review visits is not intended to be inquisitional revalidation visits, but rather

to enable the Council and the colleges to discuss the progress and any problems of the course. A college is free to modify approved courses within limits to accommodate improvements.

8.7.6 DEVELOPMENTS AND REVISED PERSPECTIVES

In its early days, the CNAA initial validation process was rigorous, with voluminous documentation and controls. With experience, and perhaps because its credentials are well established, the need was felt to move from paternalism to a partnership relationship between the Council and the colleges. The emphasis should be a concern for mutual exploration rather than on winning a confrontation. The needs of validation would be better met by a sharing of concerns rather than by putting on a good front. Alexander (1984:80) expressed this sentiment thus:

"An openness to shared responsibility, awareness of tension, and concern for development, are of greater importance than superficial conformity or...consensus".

In order to achieve this state of affairs, both the Council and the colleges had to participate in a modified way. A change in focus from the content and teaching methods of a course to the management of the course was felt to be advisable, as it was the management which affected the quality and adventurousness of the teaching and enabled the monitoring of courses of consistent quality. How to assess this aspect, and what criteria would be valid, are open to debate, but the intention is felt to be correct. The need was felt to:

"... balance continuing control with sensitivity to the growing stature and confidence of institutions validated by Council" (Lynch 1979:27).

The institutional obligation then was to regularly monitor its courses, with a periodic review in greater depth. A climate of self appraisal and evaluation would involve a systematic review by students and staff. Their perceptions and experience were relevant in this process of feedback, allowing for a progressive review and revision of resources, methods, syllabuses and assessment procedures. The external review mechanisms would be internalised in this manner. If the Council had confidence in the overall teaching competence and good college management, it could delegate its academic responsibilities more fully to the colleges. This approach led to colleges being accredited, rather than associated with the Council.

The Council for its part felt that when a new course was to be considered for validation, consultation should commence earlier in the process. Instead of sitting back and waiting to see what a college would offer, the knowledge and experience of the Council could be tapped by the college, with the proviso that the college would still rely on its own procedures for its course development. In this way the Council would act as a national centre and focus for information and intelligence on curriculum development, course design, learning strategies, student assessment, performance criteria, credit transfer and other matters of common concern (CNAA 1987:7).

Not only does the CNAA delegate the monitoring of the quality of courses to the institutions themselves, but it has shifted the emphasis to output measurements and the external examiner system. Its previous obsession with inputs, such as course design, resources and the qualifications of academic staff, were no doubt of value in the early days, but Perry (1987:347-8) believes them to have been a positive deterrent to proper debate about output measurements.

The new schemata has meant a move from the inquisitional nature of judging college proposals to an emphasis on the need to be frank about worries and concerns, rather than attempting to hide them for fear of judgement. The 'partnership in validation' approach means less time being spent on paperwork and the superfluous revalidation of existing courses, and more time on dialogue. But the bogey of ensuring comparability of courses causes problems. Inevitably, at some level, Council regulations must limit the kind of course proposals in some way. However the delineation of course structures, examination and assessment procedures, admission requirements and practice teaching objectives do not ensure comparability of courses. What is needed is confidence in the process by which the degrees are obtained. Pratt (in Shattock 1983:123) notes:

"Neither a host of technical detail over regulations or procedures governing the acceptable pattern of course structures or the philosophy of courses will ensure the comparability of standards... The Council can maintain standards only by establishing confidence in its own processes by judging the validity of courses".

The Council should, to realise this end, maintain standards by ensuring self regulation. This could be accomplished by a college committee to ensure that the arrangements for assessment are adequate, fair to the students, command public confidence, and are apt for the award for which they are designed. The body responsible for assessment, its membership and terms of reference, should be known and mechanisms should be built in for student appeals and review by the academic board of the college. Such mechanisms should be subject to the approval of the Council, but regulations should not be made by the Council.

Some encroachment on the absolute autonomy of the colleges is inevitable, but the Council can still make a meaningful contribution to the integrity of the college and assist in enhancing their particular ethos.

8.7.7 CRITIQUE OF CNAA AS A VALIDATION MECHANISM

Having a validation system, at all, is an acknowledgement that the colleges need supervision in a kind of tutelage system. Lynch (1979:77) from a social analysis perspective differentiates between the middle class institutions which can be trusted, the universities, and the institutions with working class roots, which are not the subject of 'epistemological trust' and which continue to be externally validated, such as the colleges and polytechnics. In this way the establishment is seen to be perpetrating its control of knowledge, by breeding dependence and effectively controlling what will be taken to be legitimate knowledge

and who will be permitted to distribute it. One of the dangers of an assessment system is that it can be readily linked to a financial provisioning system by politicians, thereby providing them with a powerful sanctioning and mandating mechanism.

Apart from this fundamental criticism, which applies to validation in general and the CNAA in particular, the types of controls, the mind set implied by these controls, and their hidden agendas, have been the subject of criticism. There is concern that the control function of the CNAA will result in the 'politics of appointments'. Validation is in essence a conflict rather than a partnership. A lobby comprising an 'old boy network' is possible amongst the validators and the external examiners, both of these groups of officers wielding significant powers. There is no accountability for the expertise, experience and qualifications of those validating the courses of others. They may be appointed more for their 'political' outlook, which does not only include a party political orientation, but a CNAA political stance.

The process of validation inevitably represents constraints, in the guise of regulations governing structural parameters and guidelines for desirable practices. For example, the CNAA B Ed is required to include child development and psychology, philosophy, sociology, history and curriculum theory. This may be desirable, in fact this requirement may be found universally in the western world teacher education

courses, but it still represents habit becoming the basis of policy. (Alexander 1979:32)

It is held that a course should be judged on its own claims and with reference to the Council's knowledge about the college as a whole and the quality and experience of its staff, but this assessment is conducted by persons who are human and subject to preconceptions. For example, courses already validated by the Council may, perhaps subconsciously, set the nature, style and range of what sort of courses they are prepared to approve, thereby imprisoning new courses in the existing operational definitions of what may count as a valid course. In South African terms, would a course predicated on a people's education philosophy be acceptable within the existing Christian National Education genre?

It has been noted (Pratt in Shattock 1983:127) that the purpose of education is to achieve a change in the person being educated, as evidenced in new or more developed skills, abilities and knowledge. In this light, the CNAA emphasis on inputs to courses has been criticised, and the Council has tried to respond to correct this problem. Some feel that the move away from specific course evaluation to institutional validation, in terms of broad programmes of endeavour, is a move in the right direction, as the broader picture is being assessed rather than the minutiae of courses and institutions. Too much concern with detail can mask the important assessments based on academic principles.

Specific technical problems with the process of validation

and its implementation by the CNAA have been highlighted. The problem of staff turnover at a small college, or losing a key member of staff, could affect the validation process. The transient nature of the contact between the Council and a college may be a problem, especially when the number of constituent colleges, and courses they offer, is on a large scale. The rotation of members of the visitation committees can create a problem of continuity and change in requirements. There is a need for changes in the committees however, with some experienced persons and some new blood ensuring continuity without a sterility of sameness.

On the other hand, credit must be given for the advantages and achievements associated with the CNAA validation process. The type of courses offered tend to be more innovative, yet standards are maintained because the proposals have to be anticipated and defended before knowledgeable persons external to the college. A wider range of subjects, including a number of specialist options, on a broader and more integrated basis, representing a greater variety of approaches in course construction in initial teacher training, have resulted from the CNAA process of validation. For example, school experience can be an integral part of a course, or a course maybe specific to a defined age range. A considerable variation in the courses offered has been noted with regard to course structure, subjects offered and student electives. Variables are found *inter alia* in college term units (three terms, two semesters), in the nature of the course (consecutive,

concurrent), whether part-time or full-time, modular/unit approaches and multi-disciplinary studies.

An important aspect of CNAA course validation is that lecturers do not have to teach courses which are controlled by others, whether universities or Education Departments. At the same time, formal and informal contacts afford opportunities for staff development. Forum opportunities are provided for the exchange of ideas and the development of the lecturer's thinking. Whether by proposing a new course, or serving as a member of a committee or a board, a range of insights and understandings are generated, which would not occur in a university approach to new courses, where resources are often the prime matter of concern (Alexander 1984:75)

These advantages are developed during the CNAA process of continuing involvement between the Council and a college, or within a college as is required by the Council. Structures are also brought into existence to realise the Council's requirements for ongoing contact, with planning and decision-making bodies being evolved in the colleges. These structures then ensure that a climate of discourse ensues, within a search for course integrity, cohesion and interrelatedness. Active staff development and research initiatives are also engendered and promoted in the CNAA approach.

The Lindop Committee (in Pittendrigh 1987:68) summed up the CNAA achievement thus:

"...(to) compare public sector institutions today with what they were 20 years ago is to witness the effect which external validation has painstakingly and often painfully carried out...the development, in other words, of a strong self-critical academic body, constantly seeking external criticism and advice".

The CNAA approach to validation has been evaluated on external criteria as well, as a practical and economic means of extending the provision of higher education, which pays attention to cost effectiveness, social accountability and consumer demands (le Roux 1980:319). As a low capital project, it can permit a move from an elitist to a mass tradition of graduate higher education and it is an important means whereby teacher education can move towards sharing in the responsibility for quality teacher provision. In South African terms, such a structure encapsulated in a collegiate model, can utilise the existing infra-structure to provide courses specific to, and appropriate for, teacher education, at a cost below that of the traditional universities, and for a large number of teachers.

8.7.8 CATE AND CNAA

The Council for the Accreditation of Teacher Education (CATE) was established in 1984 to advise the Secretary of State on the approval of initial teacher training courses. It was required to review the existing courses and to consider any new courses. The object was to oversee the quality and content of the preparation of teachers at institutions via a system of inspection by HMI, followed by an accreditation process devised specifically by CATE. Thus CATE has a power base to influence education policy on

teacher education. It is under governmental control and, as a central structure, it is inviolable (Adelman 1986:177). It assesses employability, in addition to CNAA or the other university assessments, and calls the training institutions to account. The CNAA and CATE have separate structures and methods, both assessing teacher education in their separate ways.

There has been much reservation as to how NAB, CATE and the CNAA will function differentially and in relation to each other, and how each will evolve in relation to each other. The collegiate concept will, in effect, be an amalgam of all three of these bodies, whereas in Britain they act independently. The CNAA (or a university) underwrites the academic credentials resulting in qualified teacher status decisions and NAB controls the administrative and financing aspects.

8.7.9 UNIVERSITY VALIDATION VERSUS CNAA VALIDATION

A CNAA type of validation process can be seen to be superior to validation which is encompassed in a college/university structure. Universities are more expensive organisations in terms of costs. Validating college courses is a large administrative burden, which detracts from the university's main task of research and advanced studies. Perhaps for this reason, university supervision has tended to be weak, rationalised under the guise of 'academic freedom', with an attendant risk of falling standards because the job of validation has been superficially done.

Universities are not specifically geared to college needs. A university is concerned with academic and research matters; a college with a professional/vocational training, albeit with academic and research components. Freer (1983:68) notes that:

"College courses are different in nature, content and objectives from traditional university disciplines, therefore university validation is liable to disturb the coherence of college courses and the autonomy of colleges will be impinged upon".

For example, university approval of a full course is likely to be comprised of a set of sub-approvals by separate subject departments or faculties, without a rigorous overview of the course as an integral unit. The CNAA approach is to see the course structure as a whole, rather than adopting a piecemeal approach. A college is required to work on the interrelatedness of its course structure and demonstrate this to the CNAA committees. It seems strange to attempt to validate a college course against dissimilar university courses, which are not themselves validated in the same way, when the Council validation involves a validation against a wide range of similar courses in a corporate and ongoing experimental manner.

One of the outcomes of validation by an institution such as the CNAA, that underwrites a variety of degree and diploma courses, is that questions are raised as to the nature of particular courses. What actually constitutes a degree course becomes relevant in such circumstances. Is it the knowledge component of the discipline, the personal intellectual development or preparation for professional

employment, that marks out a degree award from a diploma award? On the other hand, the degree award could be constituted via an additional period of study, or additional time being required, or a difference in the quality of endeavour over a specific time period.

These questions are relevant to the collegiate university concept, which is based on the CNAA idea. The major differences between the collegiate concept and the CNAA are that the Collegium will represent corporation in administrative matters, as well as in academic and professional matters. This corporation will ensure a primary corporate collegiate autonomy, with individual institutional autonomy arising out of the corporate autonomy and being protected and ensured in the corporation. An institution's courses will be subject to an 'ideas audit' as a form of peer review, which is typical of the CNAA structures and procedures. The collegiate concept will mandate teacher certification representing a qualified teacher status.

8.7.10 MODULAR COURSE STRUCTURES

Some of the CNAA degree courses are offered on a modular, or unit basis, and the CNAA experience in this regard is relevant to the proposed collegiate model in South Africa. The ideal degree course is probably structured as a unity, with courses being integrated in a global or holistic way, and with the interconnectivity and interrelationships between aspects of the course being well considered, specifically articulated and consciously implemented. Teacher

education in Southern Africa is so varied, given the 17 Education Departments and gross differences in matters such as resource provisioning, and staff qualifications and experience, that the advantage of the corporate collegiate structure would be a gradual evolution of the whole system to a higher level at which all colleges would eventually function. In the interim period, a mechanism is needed to build on current college strengths and work on deficits, without detracting from those colleges with more experience and a higher level of excellence. A modular course would enable this to happen in the interim phase.

There are drawbacks to a modular system. Modules can lead to a superficiality of treatment and the various modules may be so different as to be incompatible. The student would have to make the intellectual connections between the different parts of the course on his own, because of a lack of overall integration. Appropriate sequencing is not always possible and course coordination may be a problem. Different modules may not be of a comparable standard. Administrative problems are also commonly encountered. However, many of these problems are currently encountered in degree studies to some extent as well in the South African universities, without detracting from the degreeworthiness of their qualifications.

The advantages of a modular degree system are considerable. A wide range of options can be offered, combining both broad and specialised modules within a degree course. Credits can be accumulated over time so that the degree is obtained on a

cumulative basis. If modules become outdated or are unsuccessful, a piecemeal substitution of courses is possible, with the minimum of disruption to the system as a whole. Because of the free choice offered to the individual, modular studies tend to be more student centered, which increases the motivation of the student. The objectives of the individual units are more readily comprehensible to the student, aiding in his understanding. It is possible in a modular degree system to rationalise the use of resources. In assessment, the student can register for the amount of work he feels he can handle if he is studying on a part-time or correspondence basis. It is also easier to recoup failures, especially when moving from full-time study to part-time study, or between institutions and programmes. Post graduate degrees are also possible on a modular basis.

The facility to recognise University of South Africa courses in a collegiate degree, would be a prime advantage, given the circumstances of teacher education in South Africa and the need for teachers to develop their academic and professional credentials and qualifications. If a college only has some courses validated, a collegiate system on a modular basis would enable easy accreditation and the student could leave a college with a diploma, which also represents a few degree credits which can be added to by correspondence or part-time study over time.

The following sections, on standards, inputs, controls and institutional performance review, are based extensively on Moodie (1986) and Gimeno & Ibanez (1981).

The guarantee of quality in education is usually in the form of an assessment as to whether the education is 'up to standard'. Standards can be based on entirely different criteria, depending on who is appealing to standards. Quality education in Britain in the last few years has come to mean 'value for money', where the cost effectiveness of their education is important, with less emphasis on the content of the education. This level-of-funding approach is predicated upon financial criteria more than on educational criteria. In the United States, the politics of education has been in the ascendancy and so quality higher education centres around concepts such as equity, equality and access (Moodie 1988:5).

It is evident that guidelines are needed in teacher education to define more precisely what we mean when we talk of concepts such as standards, criteria, quality and excellence. Williams (in Moodie 1986:42) perceives of a standard as a fixed scale of reference against which other phenomena of a similar type can be assessed. It is an ideal against which we can compare. It may be a metaphorical exemplar, giving a means to measure a dimension such as education. Judgement has to be exercised as to whether an instance of a phenomenon, such as a teaching qualification, meets, or falls short of, a particular yardstick. The empirical precision suggested by the use of words such as standard or criteria implies a universally accepted measure akin to "a metre is .000001 of the distance between the pole

and the equator", yet in education this level of standard is not possible. Rather one finds the standard of a university degree being defined in a very imprecise and unquantifiable manner as:

"...a guarantee that the holder (of the degree) has attained to a standard of education which justifies his employment in any one of many professions or occupations. It is at the same time evidence of diligence in study, power of concentrating attention, and intelligence in interpreting the bearings of facts" (Silver, in Moodie 1986:9).

Standard here hardly refers to a measurable quality or ideal. A statement that "the standards of degrees has fallen" is ambiguous. It may mean that many persons are getting degrees, thereby devaluing the market value or status of the degree in society. It may mean that average students are attaining the high standards required. It may mean that the requirements for attaining a degree have weakened. Quality does not mean meeting specified high standards *per se*, in fact standards may inhibit quality attainment in music composition or art, for example, where quality art may set new standards rather than merely approximating old standards.

Yet society will demand standards and quality in teacher education. Teachers have enormous power and influence on the young, and ultimately on society, so the public will legitimately and increasingly claim an external accountability based on observable indicators of performance. If the public and the government are to evaluate teacher education properly, it is important that such judgements should be informed and well founded. Society

and employers may have legitimate concerns which differ from those within the teacher education profession, and these extraneous demands may conflict with the profession's overriding commitment to what it perceives as academic quality. Williams (in Moodie 1986:45) poses two reasons for the subjectivity of the criteria used in the evaluation of complex phenomenon, such as teacher education:

- (i) it is a phenomenon with no widely agreed criteria of what constitutes quality; and
- (ii) it is a complex phenomenon measurable along many different dimensions.

Teacher education does not lend itself to evaluation by reference to relatively simple and impersonal criteria. Any criteria named will be arbitrary to some extent and the value judgements based thereon subjective in some way. Judgement is required in the absence of certainty, and the characteristics on which the judgement is made should be declared and assessed along with the judgement. This is especially so as no general agreement on criteria is possible, and so consensus must be reached openly to avoid bias. The 'judges' should have a recognisable degree of competence, knowledge and integrity, with a track record that establishes their credentials as sound judges of such matters. A 'judge' of standards, or quality, or excellence, should be able to assess and judge on the basis of his own knowledge and experience. Peer review permits judgement based on internalised norms.

Yet such an appraisal system can readily become a mechanism of control, if the judgement of an expert colleague perpetuates a system by promoting compliance to the colleague's experience and vision, thus negating important aspects of professional standards, such as change, evolution and a creative interpretation of what is required to be up to standard and provide quality education. Thus it may be better for expert judges to stand above the conflict and make decisions which are impartial, yet based on special knowledge, rather than vested or special interests. In any consideration of an expert judge system, the selection of the judges is one crucial element; the other is the process by which standards are set and the mechanisms of evaluation. The expert judge system implies that the control of standards will be in the hands of wise, comprehending, intelligent and broadly experienced persons, tempered by the realisation that their judgements must inevitably be subjective and fallible. Possibly procedures should be implemented to evaluate the work of the expert judge as well? A system of debated and shared views by informed persons, publically stated and defended, may provide a reasonably reliable index of quality.

The criteria chosen to assess performance may have a subtle effect on the whole process of standardisation. There is a danger that the definition of performance indicators and their narrow interpretation will distort the process of teacher education, defeating the very ends standardisation is hoping to achieve. None of the process or performance

criteria are sufficiently developed or proven yet, and their limitations similarly are not fully understood or sufficiently taken into account when they are used. In setting limits within which appraisal criteria should fall, it is held (Moodie 1986:102-3) that such criteria should be:

- beneficial;
- fair;
- comprehensive;
- valid;
- open;
- effective; and,
- practicable.

If we apply these criteria in terms of the product (student) being turned out by the teacher education institutions, we are looking at factors such as the quality of his experience in taking the course and his subsequent performance in the classroom. A factor such as the sensitivity of a new teacher towards pupils and their needs, is difficult to gauge in terms of the above criteria, laudable as they may be. If one considers the academic component of a teacher's education, one is looking for, *inter alia*, originality of thought, depth of understanding, clarity of argument, elegance of insight, the ability to organise material, the vigorous use of evidence and argument, and an ability to transcend immediate purposes.

Quality is an absolute concept, a golden mean. Excellence on the other hand is a relative concept. A six year old may play the piano excellently for a six year old, without playing particularly well in adult terms. Academics tend to see excellence in non-instrumental terms, whilst administrators aim to achieve a proper balance between quality, opportunity and cost. Yet in a public sector endeavour, such as teacher education, where one is accountable to external agencies, conscious attempts must be made to agree collectively on the criteria for appraisal of the students, the staff and the institution itself, in order to satisfy the expectations of those who have created and sustained the institutions. In 'top down' higher education systems, such as in the provision of teacher education, validation, and access to courses are crucial instruments of national control.

In Britain, for example, the whole question and emphasis on standards has arisen in recent times because higher education has become very costly. There has been an attempt to discriminate between institutions and activities on the basis of their relative merit according to desirable degrees of excellence. The implication is that the primary objectives of teacher education can co-exist with quality requirements and value for money considerations. With the expansion in higher education, queries of quality came to the fore. The belief was that one could accommodate large numbers, whilst retaining standards, quality and excellence (however these are defined) and realise economies of scale.

The pursuit of excellence became a striving to improve quality and to raise standards. Standards were felt in a way to be directly related to competition for places. There was a misconception that higher education standards represented something absolute, even relatively permanent, and almost immutable. Yet there was also the realisation in some quarters that standards do not represent quality, and that a variety of standards was possible, which all represented quality in some way.

Academic success is not the only criteria by which to evaluate the relative costs and benefits when decisions have to be made on the level and direction of funding. Some feel that a combination of expert judges and market forces are the least arbitrary ways of allocating resources in higher education, whereby the experts establish the criteria and the markets allocate the resources on the basis of criteria (Williams in Moodie 1986:31).

An important point in funding and the quality of institutions, particularly in South Africa, is the relationship between a shortage of resources, such as funding and trained manpower, and low standards. Admittedly quality output is, to an extent, a function of the amount of resources available and the way the available resources are used. But there is a spiral effect, in that a low level of resources affects the quality of staff recruited and the morale of the staff who are employed. If resources are a reward for good performance and a spur to achieving an even better performance, this may work in a situation of equal

and optimum initial funding. If however, resources have been inadequate, standards can suffer. Thus some will argue for more resources to improve their standards, whilst others will argue that their standards are good and they deserve more resources based on their track record.

The quality of the staff is also a prime concern in setting standards, followed by the quantity of staff to permit the quality staff not to be overloaded and become dysfunctional.

The quality of the students is also important in considerations of standards, and this is likely to be related to other factors, such as the good name of the institution, the nature of the courses and the quality and quantity of the physical plant and teaching resources. The use made of these resources is an important factor in the achievement of excellence. In any attempt to improve standards, selection procedures of staff and students, development of academic and managerial skills, as well as the available resources, will affect the outcome. Put differently, pouring money into an institution with poor standards will not, *per se*, guarantee improved standards.

The quality of teacher education in South Africa can not be seen purely as a financial problem. The collegiate concept aims at developments in staffing, management and resource allocation and utilisation in a corporate manner through a unitary agency. Such a system will help to quell the anxiety about the standards which would prevail in an expanding system of teacher education provision, especially as the

system becomes unified, and the divisive structures of the past are dismantled. Such disquiet would be likely to occur as the results of years of disproportionate funding are addressed, especially within a climate of expectation that matters should change virtually immediately. This process of rapid change will involve unequal institutions, different systems of awards, a variety of curricula and explicit public demands. Only a coordinated, national system, run by experts knowledgeable in the problems, and with the authority to implement systems of upgrading, can hope to succeed.

8.9 EXTERNAL CONTROLS IN INSTITUTIONAL QUALITY

Like teacher education, university education is more than the academic component alone. Silver (in Moodie 1986:19) describes the maintenance of standards at universities as guaranteeing that students on completion of their courses had:

"...some familiarity with the basic ideas in a particular field of study, some experience of living and working with other people of similar ability in other fields of study and were at least equal to others who have done the same course in earlier years".

In such an assessment, it is necessary to measure the quality of the graduates, as well as the quality of the educational process. It is difficult to see how to evaluate or measure such criteria.

So institutions of higher education have therefore tended to concentrate on the assessment of academic criteria, especially via the examination. Early in this century in

South Africa, and in the last century in England and Wales, external examinations were used to assess, and therefore to guarantee, standards at institutions. Oxford and Cambridge colleges originally prepared their students for examinations that were conducted by institutions external to them (Moodie 1986:1). It was only after the second world war, that many of the universities acquired a charter to award their own degrees.

London University offered external degrees, without institutional membership. Before 1858 it had no visitorial authority, no right to inquire into the methods of teaching or to effect improvements. Thus the sole method by which the Senate could test the efficiency of the colleges, including their courses and the teaching thereof, was through a written examination of the students at a college. This represented the ultimate test of the quality of the education. The currency of these external degrees through London University was national and international. It was only in 1898 that the right of visitation to monitor efficiency, and the university approval in appointing lecturers to the external institution, was established.

With experience, as the external degree system evolved, London University would admit an institution to membership after considering factors such as its college government, the quality of the staff and their teaching conditions, the equipment and the standard of instruction. A drawback of such an external degree system was that the staff gained experience in teaching, but not in examining, at degree

level. When they came to a stage of being independent, this lack of experience was a serious problem.

As universities became more established, transitional arrangements geared towards obtaining a full charter consisted of students pursuing courses and syllabuses at the college, including taking examinations set by the college, the whole process being supervised and assessed by London University via external examinations.

An external examination system has decided drawbacks. Inevitably there are charges of examiners not being impartial and of an attitude of servitude arising from, and being fostered by, the supervision process. Coaching for examinations, rather than educating, is a problem with an external examination system. The validity of the system, purporting to set or maintain standards, is commonly questioned.

However in the early days of school and university examinations in South Africa, external examinations did fulfil a function. The Joint Matriculation Board External Examination had a standardising influence and it was a unifying factor in education. Malherbe (1977:429) held that "...it brought about a greater uniformity than would probably have been contemplated or tolerated under a system of avowed national control of education". Just as the JMB has safeguarded the standard of entrants to university, so the external examination system of the University of South Africa set a standard for those graduates who wished to

proceed to overseas universities. The external examination system overcomes the problem of a multiplicity of examining bodies, with variations over time and between these bodies.

The London University system of external examinations represented a trial and tutelage system, which allowed its associated colleges to gain strength, grow in size and develop their staff resources, which in time led to a greater autonomy for the fledgling universities. Although the diversity and function of the courses may have been curtailed, it avoided the problem of 'anything being permitted' wherein the meaning and value of the qualifications would have been lost, as well as the loss of academic standards. Even within the binary system in Britain, the system created is aimed at "an equality of esteem" which is supposed to accompany a modest differentiation of function between the two sectors. However comparisons of standards and excellence will continue to be made. Trow (1987:290) stressed that where there is no possibility of competition, there may be greater possibilities for cooperation and this is a cardinal idea behind the proposal of a unitary collegiate system, based on mutual cooperation.

By 1903, Manchester University had realised that the choice of a professor was perhaps the most important factor in a university's endeavour to establish and maintain the highest standards of scholarship. Such thinking marked a development from an external examination system to an external examiner system, in order to guarantee equivalent, or at least

comparable, standards. Gradually the system evolved and developed from the external examination system of 'superior review' to the external examiner system of 'peer review'.

The external examiner system is predicated on the need for a common standard of excellence or achievement. It supposedly affords quality control and comparability of qualifications by maintaining standards of (examination) performance, although there is no empirical evidence as to its efficiency. Doubt exists as to the sufficiency of the performance indicators and there is no overriding check on the way it operates as a system of review. Yet the external examination system is the mainstay of university quality control. Church (1988:38) describes the process of the external examiner system:

"The role of the external examiner is basically to ensure that final assessments are carried out both with due process and with equity and comparability. This is done by setting or checking proposed examination papers, participating in oral and other assessments and, above all, by undertaking a backup marking of a selection of scripts".

The peer review system was originally based on the concept of a collegiate model of communities of scholars with accountability to one's peers. It was an improvement on the external examination system, in that it had the advantages of relevance, flexibility and an internalisation of the standards which were being evaluated.

The dangers inherent in the system are the possibility of encouraging conventionality and discouraging innovation. A peer review system can be tolerant of incompetence and

indolence, as a peer reviewer has no real compulsion on him to 'rock the boat' or be intrusive to the point of being judgemental of a sister institution or a fellow examiner.

It is interesting to note that when colleges in Britain were evaluated by universities, the hierarchical differences between the two sets of institutions seems to have been a factor in colleges opting for CNAA validation. It has been noted that only in teacher education did this form of external review occur and the process was not mutual, as colleges did not conduct a peer review of universities, as happens between universities, even when the universities offered qualifications for primary teachers.

Peer review does promote face to face dialogue on academic and professional course matters. Ultimately, the prime responsibility for standards must rest with the higher education community. At the heart of all arrangements for the maintenance of standards must be the recognition that teaching and research are skilled professional activities, that are rarely efficiently accomplished if they are subject to an intrusive external control. Peer view, via dialoguing, promotes the maintenance of standards in a partnership. The government has a responsibility on behalf of the rest of society to ensure that the quality of higher education is patently maintained, yet any intrusive control process would detract from the maintenance of the desired standards. The government's role is perhaps to ensure that standardising mechanisms are brought into play, but they should be

administered and controlled by the educational institutions themselves.

The ultimate aim of tertiary institutions is to be self governing. No matter how benign and supportive an external review system is, the aim of any institution is to achieve the maximum degree of autonomy concomitant with providing an excellence of service and a recognised standard. In South Africa, teacher education institutions are shackled to universities and/or Education Departments in an inferior position and their self government is therefore curtailed. Ideally, institutions should collectively maintain the standards of their qualifications, including at degree and post graduate level, through a mechanism of self criticism and the use of an external examiner system, which buttresses the institution's self regulation. Obviously self regulation cannot be permitted willy nilly and there is a need for a rigorous selection of institutions which are to become self governing, as there is often little systematic evaluation thereafter apart from self regulation, although inspection for validation and accreditation purposes has become entrenched in Britain in teacher education and on a voluntary basis in America.

The advantages of self regulation are realised in the relevance of courses according to perceived local needs, the flexibility of response possible to changing circumstances, the capacity to assess performance according to many different criteria and the internalisation of these

criteria, thereby minimising internal conflict (Williams in Moodie 1986:37).

The major disadvantage of professional self regulation is that without effective collective or external monitoring, there is often a conflict between self regulation and self interest, as it is a common course to be indulgent to one another. The envisaged collegiate system model would provide 'effective collective monitoring', including a system of peer inspection based on the CNAA and NCATE models of ongoing validation. By monitoring, an internal and external process of continued oversight and control exercised on a systematic basis is envisaged, in order to ensure the achievement of the pre specified end of an acceptable standard of teacher education.

The inspection of higher education has been unpopular, especially from a university perspective, where it impinges on university autonomy. Inspection has been characterised as having a pronounced conservatism in terms of what constitutes good practice. There is also the fear of an over identification with government policy. The Society for Research in Higher Education (1983:140) queried whether a small group of individuals, however able, can make a significant contribution to the maintenance of quality, given the thousands of activities that comprise higher education. Yet a system of inspecting teacher education, including courses offered at universities, has been implemented in Britain.

Gibson (in Moodie 1986:chapter 9) has highlighted the salient features of inspecting education. The aim of inspection in education has been to appraise quality through routine visits and by means of formal inspections, which lead to published reports and surveys. This inspection is in addition to the institution's own individual and collective appraisal mechanisms, the peer review system enshrined in internal and external examination procedures and professional and academic validation. The HMI inspections are based on the criteria of close observations of the large variety of curricula which are reviewed in their widespread visitation process. This appraisal is based on judgements about the teaching and learning observed, student work and its assessment, staff schemes of work, course proposals and their rationale, and contextual matters such as human and material resources and the management thereof, support systems for students, and extra curricula activities. The process is not comprehensive and the judgements are inevitably subjective, but the strength of the system lies in the fact that the experienced observers have taught in the field, inspected, and the inspection process is interactive with the course team and iterative over a period before, during and after the formal visits. The process is thus one of professional dialogue and careful reflection. Factors considered include:

- (a) the management of an appropriate variety of teacher-led learning activities, lectures, demonstrations, teaching seminars;

(b) the sequence and structure in the material presented, including linkage and relationship; and the regulation of competing demands from different elements in the course so that students have a reasonable chance of managing a workload and of experiencing a real sense of progression and rigour;

(c) an emphasis on underlying principles, processes and concepts in the field under study, and a complementary avoidance of excessive content learning and routine exercise;

(d) planned diversity in the learning activities managed and conducted by the student, reading, writing, carrying out experiments, investigations and briefs, contributing to seminar work, all forms of student exercise, exploration, assimilation and ownership of learning;

(e) skilful and thorough use of student work, through marking and other feedback both to students and to course organisers, including the planning, supervision and systematic follow-up of placements and work experience where this is appropriate; and

(f) care in admission and induction, and in the monitoring of student progress, including the introduction of study skills where needed, especially guidance on independent or self-directed study.

(Gibson in Moodie 1986:130).

The inspectors do not have a set of tightly defined, preordained prescriptions of what a course should be. As they see, in the course of their duties, a wide variety of courses, institutional structures and resourcing levels, a broader perspective is taken as to what is acceptable in quality terms. Their collective experience has highlighted certain general factors of note. Given an acceptable minimum level of resources of staff, facilities and equipment, high quality is not proportional to the level of resources. The cardinal factor for successful education is the commitment, enthusiasm and competence of the staff. This may be seen in the efficient organisation and management of the course, the generation of a sense of purpose, significance and mutual respect between the staff and students, and an orderliness, application and engagement in the day to day conduct of student learning. There is an efficiency and economy in the realisation of the education task required.

On the other hand, common deficiencies are found to be in the student and course induction processes, in the method of lecturing and conducting seminars, and in practical or project work which is not as well managed as it should be. A need is seen for enriched staff development.

Value is seen in some form of collective monitoring within a collegiate system. The value of peer review is that the 'judges' will eventually also be judged, and that to judge is also to learn and develop from the process. An inspection, professionally handled, can be an interactive and mutually beneficial process.

Another external control on institutional quality is the effect that a profession can have on its training institutions. In South Africa, the statutory teaching council has articulated the desire to be involved in all aspects of educational planning, from the initiation stage to the resultant legislation. The Teachers' Federal Council has the authority to advise on the requirements for the training of persons as teachers and for admission to such training. The TFC is represented on the Committee for Qualification and Training of the Committee of Heads of Education and thus has input into decisions concerning course length, content and structure. In addition it contributes to discussion on practice teaching and internship matters. It sits on commissions, liaises with teacher training institutions and registers teachers, which is an implicit recognition of the training courses. These concerns relate directly to 'fitness to practice' issues.

In Scotland, a General Teaching Council report (Lomax 1976:53) advocated the need for a stronger sense of partnership between the colleges of education and the teaching profession throughout the process of training. Similarly the Taylor Committee (McGuckin 1987:37) advised the creation of 'local committees' which would be particularly concerned with fostering communications between local schools, training institutions and the community at large.

There is a feeling that the public should be represented in teacher education and that contact between schools and colleges will ensure that teacher training courses will be experientially based. The collegiate system envisaged in this work would incorporate the interests of the professional bodies, the teaching institutions, the employer (the State authorities) and the community, by providing for channels of communication and representation.

However the Collegium would also act as a corporate institutional bulwark against the tensions implicit in such partnerships. For example, the colleges are concerned essentially with theoretical knowledge (even on practical matters) and the professional bodies are essentially concerned with competence on the job.

There is a subtle distinction between the standards of an institution and the purpose of an institution. Standards imply institutional hierarchies. It is necessary however to judge institutions in the light of what they are for, as the institutional goals and plans will revolve around purpose. Universities are not *per se* 'better than' colleges; they are different institutions with different purposes and need to be judged as such. Because the purpose of a college differs from that of a university, it does not mean that it is necessarily of a lower standard.

Quality, when judged in terms of fitness of purpose, is elusive. The nature and identity of what is being judged is uncertain and controversial. It is so vague as to provide no

guide to action or policy. It seems so simple: the aim of a college of education is to turn out a good teacher. Yet, the naturalistic fallacy is soon encountered when we try to move from "what is" to "what ought to be". The aim of a college is to train a teacher, therefore we ought to ...? There is no logically correct premise, no universally valid answer.

Relativity is also encountered in value judgements. A "good" teacher is identifiable; what makes a teacher "good" cannot be simply and fully explicated, even allowing for the relativity of the value judgement in defining "good" in terms of purpose. Ultimately such value judgements are best left to the people who know the colleges themselves. It has been contended (SRHE 1983:14) that mature institutions, with experienced senior staff, should only be subjected to the controls that are strictly necessary. It is inherent in the collegiate concept that colleges, and their staff, will develop and mature from the shared corporate experiences inherent in the collegiate concept.

8.11 ADMISSION STANDARDS

Another externally imposed control, that may be viewed as positively affecting standards, is that of the admission requirements. The standards, which are demanded for entry to a professional course of training, may be part of the gatekeeping function of maintaining high standards by setting very high admission requirements. This will result in a severe competition for places in the training courses, with equally demanding qualifications being required for

admission to the profession upon the completion of the training. Such controls are contra-indicated in teaching, because teachers are not in a market of limited services, where competition for work affects earnings.

Rather, teaching is a mass profession, linked to the ideal of universal schooling. The emphasis is not on the standards at entry to the training, although moderate standards are essential, but on the quality of the student teachers upon the completion of their training. Nor should the admission criteria be purely based on academic criteria. Selection of teachers is on a professional basis, one aspect of which is some form of docunology, whereby an inquiry is held into the character and antecedents of the aspirant teachers.

In comparison, the university intake in Britain requires a minimum of A level passes, which means that only 15 % of the population qualifies for consideration. However, as universities consider D and E grade passes on the A level examinations as representing 'poor calibre' candidates, who are usually excluded from consideration, the pool of prospective teachers in Britain, if they are trained in the universities, is very limited indeed.

It is good to have high admission standards, but not if they result in excluding potentially good teachers from training. If admission standards are too high, they have to be lowered or side stepped by the employing authorities in order to run the education system. It appears that the answer, especially in South Africa where the quality of schooling results in

dubious prognostications, when based on standard 10 results, is to concentrate on raising the standards of students in training and on an ongoing basis upon employment via in-service development and training. The admission requirements for entry to training, and to the profession on qualifying, can then be professionally relevant and intellectually defensible in the light of the student resources available.

An external factor of control used to guarantee academic standards in Britain (Trow 1987:272) is the common unit of resource, essentially represented by a relatively constant staff/student ratio, rank for rank. Pay scales are equal within the various levels thereby avoiding the concentration of abler or more productive scholars in one institution. Common appointment procedures are also in effect, with an external referee system. Similarly, the costs of studying at the various institutions is held relatively constant and amenities are similar, thereby ensuring that the average ability of the students who attend the various institutions is relatively constant. The result is that the British universities are so similar that Carter (in Trow 1987:272) thinks of them as "separate campuses of the University of the United Kingdom".

In South Africa, colleges cannot be viewed in a similar way because of differentials in resourcing on the basis of the apartheid ideology. Qualifications differ nominally, as well as according to the financial, staffing and physical resources. One of the aims of the collegiate structure is to

work towards eliminating such differentials so as to move increasingly towards an inter collegiate parity.

8.12 INSTITUTIONAL PERFORMANCE REVIEW

Three distinct approaches to formal evaluation for course improvement have emerged:

- (i) the appraisal of documented intentions and claims for courses, such as in CNAA validations;
- (ii) appraisal, through the measurement of student learning outcomes, of the extent to which course objectives have been achieved; and
- (iii) a feedback procedure based on student and staff appraisals of course experiences. This method is used in course review and development.

None of these methods effectively evaluates institutional performance to the satisfaction of the external organisations which fund them. Calvert (in Oxtoby 1980:146) has developed a systems approach model for defining institutional performance.

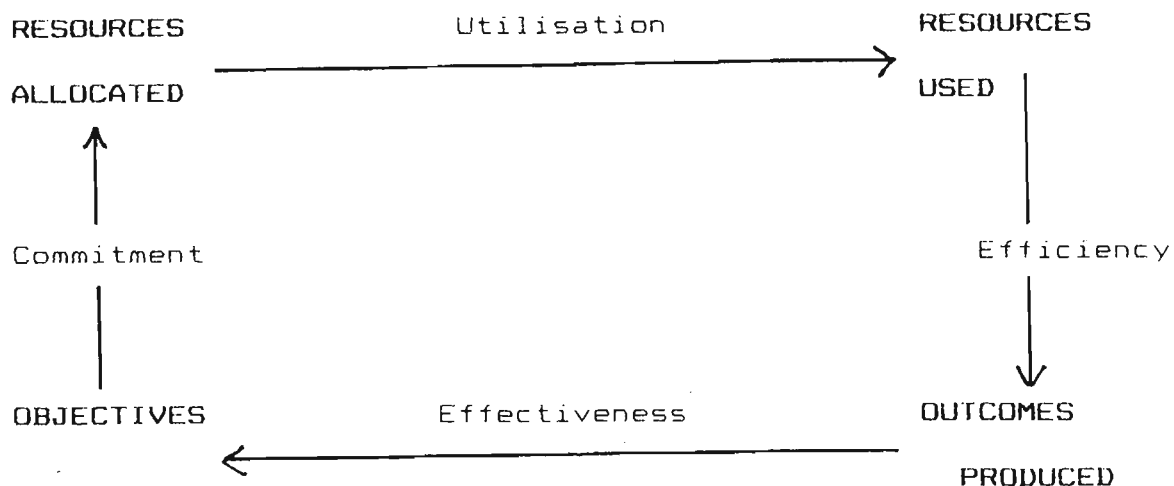


Figure 14 - Facets of institutional performance

This construct permits a distinction between inefficient use of resources and under utilization of resources.

Defining institutional performance is one matter, measuring it is another. This model will not be discussed in detail, but it is noted as another perspective in the debate on standards of tertiary institutions and one that accords with public administrative perspectives as it links resources with academic and professional indices of performance.

8.13 IN-SERVICE TRAINING AND THE STANDARDS OF TEACHERS

Teacher certification is not an event; it is a process that should occur over a professional lifetime. The collegiate concept is designed to be ongoing in that in-service teacher development and further opportunities for gaining relevant qualifications is envisaged. This is possible on an informal teacher demand basis or it can be enforced by requiring

teaching certificates to be renewed on a set basis and according to criteria laid down legislatively.

Recertification schemes are designed to ensure that teachers, as professionals, keep abreast of recent developments in educating children. Teacher development requires an ongoing mastery of new skills, possibly coupled with obtaining higher qualifications.

In South Africa, developing skills and improving qualifications are essential, where so many teachers are academically and professionally unqualified or underqualified. There is a need to upgrade even the better qualified members of the teacher core, whereby a four year Higher Diploma in Education could be upgraded to a degree, for example. However, the collegiate concept is not predicated entirely on academic criteria, and short courses in management skills and the specific needs of the teacher in the classroom also need to be addressed in a continuing professional education programme. Such courses would need to be recognised in some way, from the awarding of a certificate, to being considered for promotion purposes, and possibly for pay increases. Such in-service schemes would encourage tripartite collaboration between colleges, schools and the organised profession. The schools and profession should be able to provide inputs into the planning and execution of such courses at a local level. They will know what compensatory and complementary in-service training is required. Some courses will be a function of the requirements of a teacher's job, whilst others will extend a

teacher's professional and pedagogical capabilities, both falling under the rubric of staff development.

8.14 STANDARDS IN SOUTH AFRICAN EDUCATION

Standardisation in South African education has tended to be elitist, in that the standards have evolved and been applied to the white segment of the population, initially exclusively, but lately predominantly. In teacher education, National Criteria have been established since 1972, whereas in black teacher education a significant proportion of the teachers do not even hold a senior certificate qualification. Consequently, as South African education evolves in tandem with developments on the political front, the challenge will be to maintain a high standard of education in the face of the emergence of mass education. America faced a similar problem, when higher education, exclusively for the select, ceased, and the ideal of two years of higher or further education for every citizen was expounded.

Standards in teacher education were, in the early days in South Africa, a matter of Education Department fiat. Departmental officials controlled the teacher training examinations and the employment of teachers in white education, and set the standards required for both the qualification and appointment as a teacher.

In terms of the National Education Policy Act, 1967 (Act 39 of 1967), the Committee of Heads of Education (CHE) was created. It was empowered to make recommendations to the

Minister in connection with schools and teacher education, and on the manner in which education policy should be realised on a coordinated basis. A national system of accreditation and certification was evolved by the CHE and a pattern of training was set out in the *Criteria for the Evaluation of South African Qualifications for Employment in Education* (referred to hereafter as the *Criteria*). This represents a basis for uniformity in the category classification of teachers for salary and grading purposes. The *Criteria* reflect the minimum requirements for teacher training and for employment in education, but actual employment as a teacher remains the prerogative of the Head of the Education Department concerned.

In setting the pattern for teacher preparation, the CHE detailed the course structures and basic requirements to be fulfilled. The *Criteria* allow for consecutive and concurrent forms of training and incorporate academic and professional requirements, including practice teaching. The *Criteria* specify the minimum requirements for teacher training, which may be exceeded if deemed necessary by an institution. The *Criteria* also specify the format of the diplomas. Le Roux (1983:18) is critical of this form of teacher education standardisation which he describes as "...merely mechanically fulfilling the pre-requisites of the *Criteria*..."

In order to explicate this approach to standardisation, aspects of the *Criteria* will be considered in some detail.

THE CRITERIA FOR THE EVALUATION OF SOUTH
AFRICAN QUALIFICATIONS FOR EMPLOYMENT IN
EDUCATION

According to the *Criteria*, an approved degree is defined as one which:

- (i) has been awarded by an institution which has been approved by the CHE for the training of teachers;
- (ii) satisfied the requirements of the university concerned; and
- (iii) complies with the *Criteria*.

An approved diploma is defined as one which has been approved by the CHE, and for post 1972 diplomas (i.e. post *Criteria*), which have been individually evaluated according to the *Criteria*.

"Approved" or "recognised" refers to a course or an institution for training teachers which has been accepted by the CHE. Qualifications issued by an accredited institution are recognised in their own right. No mention is made as to how the CHE accredits an institution and no departmental directives are released publically to elucidate this process. Perhaps this is because teacher training institutions are established and controlled by the government and accreditation is an 'in house' affair. Recently Promat, a privately funded and run organisation, established a college of education in the Pretoria region, with more such colleges being planned in the future.

Accreditation is likely to become more of an issue if private colleges offer teacher training that may be at variance with the *Criteria* specifications and requirements, especially if these teachers will be employed in State schools.

Legislation has already been enacted to provide Accreditation Councils. These councils will also evaluate the standards of colleges from different (racially exclusive) Education Departments to give expression to the sameness of standards. Such "standardisation" is likely to be received sceptically in the light of past "different but equal" claims in education.

The minimum admission requirement for teacher education is 'm' which signifies a senior certificate. A university exemption is naturally required to proceed with university degree courses. The concept of 'm', or 'standard 10', which is awarded after 12 years of schooling, is also used to evaluate overseas qualifications for admission to South African teacher training courses.

In *Criteria* parlance, a teacher's certificate signifies academic and professional status, whereas a diploma signifies proof of competence as a teacher, as well as academic and professional status. A teacher's diploma is graded on the basis of a specified number of courses which equate with university courses. The *Criteria* (1989:9) explanation of comparability of standards is described as:

"A university degree course comprises a specific qualitative content and volume of work to be covered in a year, which is characterised by a certain degree of difficulty, and by demands made on intellectual ability. It therefore represents a standard of achievement which can be controlled by moderation".

A subject (academic discipline) in a diploma course may be considered similar or equivalent to, or comparable with, that of a university course, if it is controlled by moderation to represent a standard of achievement attained in respect of qualitative content, volume and degree of difficulty akin to a university standard course. The equivalent or comparable course may be taken over a longer period than one year however.

The *Criteria* (1989:11) specify the general principles which apply to the structure and content of courses of teacher training. The evaluation of qualifications is predicated on these general principles:

- minimum admission qualifications are required;
- the institution awarding the qualification must have a recognised or accredited status;
- the minimum duration of a course is specified;
- the contents of a course in terms of the structure, depth and duration of each of its sub-sections required for a pass is specified;
- there must be proof of the successful completion of the course and proof that the qualification would be

recognised in its country of origin as an acceptable teaching qualification; and

- there must be proof that the qualification incorporates a professional orientation *vis-a-vis* the teaching profession.

In essence, for employment purposes, a teacher must possess an approved diploma, with a bilingual language endorsement, that follows on an 'm' school leaving certificate, in order for his qualifications to be recognised for appointment as a teacher. However exceptions are permitted in certain instances and these are labelled schedule 9 posts. If a teacher has a qualification that does not meet the *Criteria* requirements, or where the basic training required is not offered at the colleges or universities, or where skills and knowledge have been acquired experientially, exceptions may be made and qualifications may be recognised, albeit at a lower category (salary) level. Appointment in such instances may be on a temporary basis, as an emergency measure in exceptional circumstances. Schedule 9 posts are for professionally unqualified teachers whose qualifications are appropriate for the job. These include technical courses, based on trade tests and apprenticeships, as well as areas such as music, dancing and librarianship.

The evaluation of schedule 9 posts is according to a specific rationale. Full time study implies 40 weeks of 25 hours duration giving a standard of 1000 contact hours. From this standard, other formulations have been set as follows:

- part time courses equate to 40 weeks at 8 hours *per week* (320 hours)
- block release courses equate to 13 1/3 weeks at 30 hours *per week* (400 hours)
- sandwich courses consist of formal tuition for 20 weeks at 32 hours *per week* (640 hours)

Practical in-service training is transposed into a tuition equivalent rating, using an arbitrary factor of 10 hours practical in-service training being comparable to 4 hours of tuition. On this basis, each type of combination of study and practical experience is equated to approximately 1000 hours, and so a standard for comparison is derived.

The *Criteria* do not permit the recognition of two qualifications if there is overlapping at specified levels. This is not based on content, for example History U1 and a History curriculum course do not overlap, whereas History U1 at a university and a comparable History U1 within a college diploma course do overlap, as they are deemed to be of an equivalent level.

In assessing a degree course for teaching purposes according to the *Criteria*, a number of specified teaching subject credits in certain combinations is required. Teaching credits are listed in a schedule. Approximately half of the degree course credits must be in teaching subjects.

A recent innovation has been the move towards the establishment of Certification Councils.

8.16 CERTIFICATION COUNCILS

In South African terms, certification is perceived as a procedure by which an institution, or a group of institutions, or a certifying body thus empowered, issues a certificate stating that a person has complied with all the requirements applying to a particular qualification.

The South African government felt that central statutory certification councils should be established. They would be responsible for setting norms and standards for syllabi and examinations, and for the certification of the resultant qualifications. Such a validation council for teacher training would be acceptable to the professional teaching council, although some colleges offer qualifications in conjunction with universities under statutory requirements and the effect of a certification board in such instances would need to be addressed.

The South African Certification Council Act, 1986 (Act 85 of 1986) was established to provide control at the different points of withdrawal in schools, technical colleges and non-formal education, so as to ensure that the various qualifications represented the same standard of education and examination by providing for the conducting of common examinations. This Council is appointed by the Minister of National Education, in consultation with the other Ministers of Education. It consists of a chairman, one member from each of the four departments of education responsible for education (i.e. white education) and nine persons appointed

from a list of names proposed by any recognised body, society or organisation and duly gazetted. An executive officer is also appointed. The Council may establish committees and delegate powers and it may liaise with the CUP and CTP on requirements for admission to universities and technikons.

A similar Certification Council for Technikons was established via Act 88 of 1986. In effect this represents a national examination system, decentralised, but centrally controlled. The Minister determines the policy within which these Councils function. These Councils are considered by some to be inherently flawed, in that they are established and function, within an "own affairs" apartheid dispensation.

Teacher training does not fall under the Certification Councils. The Teachers' Federal Council, a statutory professional teachers' body, is against the concept of uniform syllabi. It is prepared to consider the concept of a validation/accreditation Board or Council which sets guidelines, but is against national requirements. Any such board should not affect the certifying competence or autonomy of colleges. The concept of institutions issuing qualifications that guarantee standards of training is acceptable to the TFC. The feeling is that any accreditation system should not be burdensome, possibly relying on the accreditation of lecturers and/or institutions. The need is seen however for some form of coordination and rationalisation of qualifications.

One approach would be the validation of qualifications for admission to the teaching profession by a single central validating authority for teacher education, consisting of representatives of the training institutions and the organised teaching profession. A clear distinction is made between validating a qualification and certification, as the latter is the prerogative of the institution itself. Accreditation could occur at a national or a departmental level.

8.17 STAFFING AND QUALITY TEACHER EDUCATION

One of the ways of raising the standard of tertiary education and maintaining a high quality of education is to control staffing appointments and develop the lecturers' qualifications and expertise. The quality of staff employed is a major ingredient in the quality of any institution. De Lange (1981:180) held that:

"No single factor determines to such an extent the quality of education in a country as the quality of the corps of teachers, lecturers and instructors".

Staff selection may be seen as the characteristic function, almost the critical criterion, of institutional autonomy. There is a need for a rigorous selection of staff for institutions to become self governing, because in higher education there is reliance on self regulation by the individual member of staff. However self interests may predominate and staff may be overly indulgent towards each other, so there is a strong case to be made for collective or external monitoring of the ongoing quality of the staff

members at colleges of education. Selection procedures and ongoing monitoring are the two methods used for external monitoring, and each will be discussed in turn.

8.18 STAFF SELECTION

Staff selection in colleges of education is typically via some form of peer review, usually with an external assessor component as well. The management of a college, together with university representatives, Education Department representatives and professional body representatives, should ideally select the teacher educators. This does happen in some colleges. In other instances, the appointments are made by internal departmental arrangements, which are open to bias and the application of selective criteria. In such instances, a halo effect may be found, where those selected as lecturers fit into a departmental mindset. This may be based on spurious factors, such as colour, language, religion, social class, belonging to a certain tribe or nation and the institutional affiliation represented by where one trained. Claims of nepotism have been too common to dismiss in the past. Given the tensions in the South African educational situation, the more checks and balances that can be built into the process of selection of teacher educators, the greater the assurance of selecting the best person for the task. Another common form of peer review is using a system of referees, who are respected persons of the candidate's choice, who can attest from their personal knowledge of the candidate as to his strengths and weaknesses. Naturally in the process, the quality of the

referees needs to be taken into account as part of the assessment.

The selection process can never be entirely objective. The whole issue as to which factors should be taken into account, and with what weighting, is contentious. Candidates for a post usually provide a curriculum vitae, in which they set out their academic and professional record, their accomplishments, training and any publications to their name. An applicant's prestige, reputation and service in extra mural endeavours may also be considered. Selection indicators, or predictors, need to go beyond a pure assessment of scholarly excellence in an autonomous institution. Operational needs must also have a high priority, such as the ability to offer a programme, to cover a curriculum, to accommodate academic interests, to administer, and assessments of academic citizenship and a minimal compatability in an academic/professional environment. (Eustace 1988:75)

8.19 STAFF CREDENTIALLING

Another commonly used way of ensuring quality staff performance and development is by staff credentialling, certification or licensure. These terms are used interchangeably. Certification is a process of legal sanction, authorising the holder of a credential to perform specific services in public schools (Kinney in Dunkin 1987:658). The accepted purpose of credentialling is to

establish and maintain standards for the preparation and employment of persons who teach.

Staff credentialling is a form of accreditation of staff. It may be general, subject specific or phase specific. It may be related to holding specific qualifications from a recognised educational institution, such as a BEd degree for example. It may consist of mutual recognition of certain staff, determined according to some criteria, by related institutions such as a college and a university. The required standard of qualification and/or experience, and the balance between the two, is difficult to specify and may be contentious. For example, a teacher educator with outstanding academic credentials may not be capable of completing the professional role and functions required.

Credentialling of staff may be carried out internally by the institution, or by some external examining board, or by a professional body in some manner. A programme may be approved which the person must complete before credentialling is considered. If such approved programmes are offered by different organisations, standards may vary as the systems vary. Dhlomo (1979:vii) appealed for a clearly defined programme of tertiary training for teacher educators, possibly including a BEd degree endorsed for teacher training. In addition, provision should perhaps be made for ongoing classroom contact, including a periodic return to teaching, and an expectation that research will continue to be undertaken. Mood (1975:55) stressed that personal teacher educator credentialling should not be an

event, but a process, in that there is a need for continually updating and the collecting of comprehensive information about a person's knowledge and experience.

Another approach is to forego standardised credentialling and to assess the outcomes of a programme on the implicit understanding that staff performance will affect course outcomes. The CNAA, for example, takes no role in relation to determining criteria for staffing appointments, as this is regarded as a matter for the institutions themselves.

One cannot legislate for confidence and trust, but steps can be taken to ensure the quality of the staff and to promote staff development. Such considerations are central to the collegiate concept.

8.20 SUMMARY

This chapter has dealt with the concern for quality and standards in teacher education. The Collegium system is specifically structured for the pooling of resources and the development of colleges as a corporate sector. It also entails a system of internal and external controls in administration, financing, academic and professional matters, which all affect quality teacher education.

Certification, accreditation and validation have been considered as mechanisms for maintaining quality and standards in teacher education. Two models of corporate quality control have been considered as templates viz. NCATE and CNAA. The current procedures for establishing standards

in teacher education in South Africa, the *Criteria*, have been critically evaluated.

The Collegium model is designed for the development of teachers who are already trained, via in-service training. The articulation of pre-service and in-service training is central to the collegiate concept.

CHAPTER NINE

9 THE COLLEGIUM AS A MODEL FOR THE PROVISION AND FUTURE DEVELOPMENT OF TEACHER EDUCATION IN SOUTH AFRICA: THEORETICAL AND PRACTICAL ADMINISTRATIVE PERSPECTIVES

9.1 INTRODUCTION

The perspectives outlined in this work will be formulated into the Collegium model, which is presented below. The model will then be appraised in the light of the perspectives raised in the previous chapters.

9.2 AN OVERVIEW OF THE ISSUES HIGHLIGHTED IN THE PREVIOUS CHAPTERS

In the previous chapters we have considered a number of aspects and issues pertaining to a future dispensation for the provision of teacher education in South Africa. Consideration was given primarily to the following:

- theoretical and practical Public Administration perspectives;
- normative values applicable to the Public Administration process;
- historical antecedents of teacher education provision in South Africa from 1910 to the present;
- the political, societal, administrative, educational and professional aspects relating to the provision of

teacher education and the issues emerging therefrom;

- the administrative structures pertaining to the provision of teacher education;
- current positions *vis-a-vis* a new educational dispensation in South Africa;
- a comparative perspective on issues pertinent to this research was considered for a number of countries around the world;
- political parameters concerning teacher education were considered, including issues such as centralisation/ decentralisation, institutional efficiency and effectiveness, control and accountability, and coordination in a corporate college sector;
- college management structures, including issues such as institutional autonomy, academic freedom, staffing, student admissions and institutional affiliation;
- the role of (teacher) education in the economy, including its role in development and change;
- issues relating to the financing of colleges of education and the funding of teachers in training;
- the status and place of professional teacher education and colleges of education within higher education; and,
- mechanisms for maintaining and improving academic and professional standards in teacher education.

The Collegium model is a national, corporate, unitary system of college administration, which is articulated with all the other phases and levels of educational provision. Therefore higher education would, for the first time in South Africa, be treated as an integrated system. This model accommodates the planning and coordination of college affairs on a national basis. As a consultative and executive body, the Collegium would formulate policies and give effect to its own decisions, thereby assuring a strong professional say in the management of the collegiate sector. At the same time, the government would be fully consulted and involved, resulting in planning, resource allocation and accountability being controlled within the corporate processes under the supervision of the Minister.

The Collegium is a system whereby colleges are enabled to function exclusively, yet corporately, in an organic federation of colleges. The Collegium would advise the government on college sector matters and act as a broker in carrying out government policy requirements. As such, the Collegium would work closely with the government, but would retain a fair measure of independence from government interference in its affairs.

The Collegium would represent a source of collective wisdom and experience which could be exploited for the benefit of the corporate college sector. As such, it would provide guidance and control in the provision of teacher education

and would promote inter-institutional cooperation and collaboration.

As a model, the Collegium accommodates a professional/administrative interface. It links political, professional and other stakeholders in a working arrangement for the provision of teacher education. The colleges would also have an integral role in influencing the policy, direction and developments within the collegiate sector. This would be accomplished by college participation in mutual deliberation and consultation via their representation on the various collegiate structures at the national and regional levels.

In the management of academic and professional matters, committees of experts would constitute an advisory service, whereby the colleges could improve and develop, because of their access to this corporate resource. Such committees could act as sounding boards and as channels for distributing relevant information. Thus the colleges in the Collegium system would be entering an inclusive, corporate, cooperative and mutually sustaining arrangement. Such cooperation would be on the basis of mutual agreement rather than compulsion.

The advantages of such an articulated system of governance of the college sector would be that national and regional decisions would cohere and follow the national directives which would have been derived corporately. Inter-regional liaison would ensure cooperation and collaboration between colleges, yet the circumstances and needs of the individual

colleges would be recognised. In this way, the Leverhulme Committee ideal would be realised, that management should occur via a widely representative body to ensure a wide span of skills and experience, which could be drawn from local, regional and national resources.

9.3.1 THE COLLEGIUM IDEOLOGY

The ideal position in teacher education would be to have no ideological bias whatsoever. This would be very difficult to achieve in practice. It would therefore be wise to set out a broad ideology for the collegiate sector. The ideology espoused in this work has been the professional ideology which underlies the administrative, professional and academic corporate ethos.

Teacher education in South Africa has been through a very trying time because of the apartheid ideology. For this reason any collegiate sector ideology which is likely to be articulated would be drawn up with the problems and pains of the previous system in mind.

Democracy is likely to be a primary value of the collegiate sector and it would probably find general assent as an ideological principle. The Collegium is designed to ensure democratic participation. Related to this perspective would be a concern for reflecting the cultural norms of society, whilst maintaining acceptable standards of scholarship.

Because of past experiences, no schisms or stigmatisation would be likely to be tolerated on racial grounds. Financial

provision would have to be fair, just and equitable. Past injustices and backlogs would have to be specifically addressed. Access and educational opportunities would have to be equal. The Collegium is predicated on such ideological principles.

9.4 EDUCATION DEPARTMENT STRUCTURES AND FUNCTIONS
 AT THE NATIONAL (MACRO) LEVEL

An organogram of the envisaged National Department of Education is presented as a backdrop to the ensuing discussion of the Collegium.

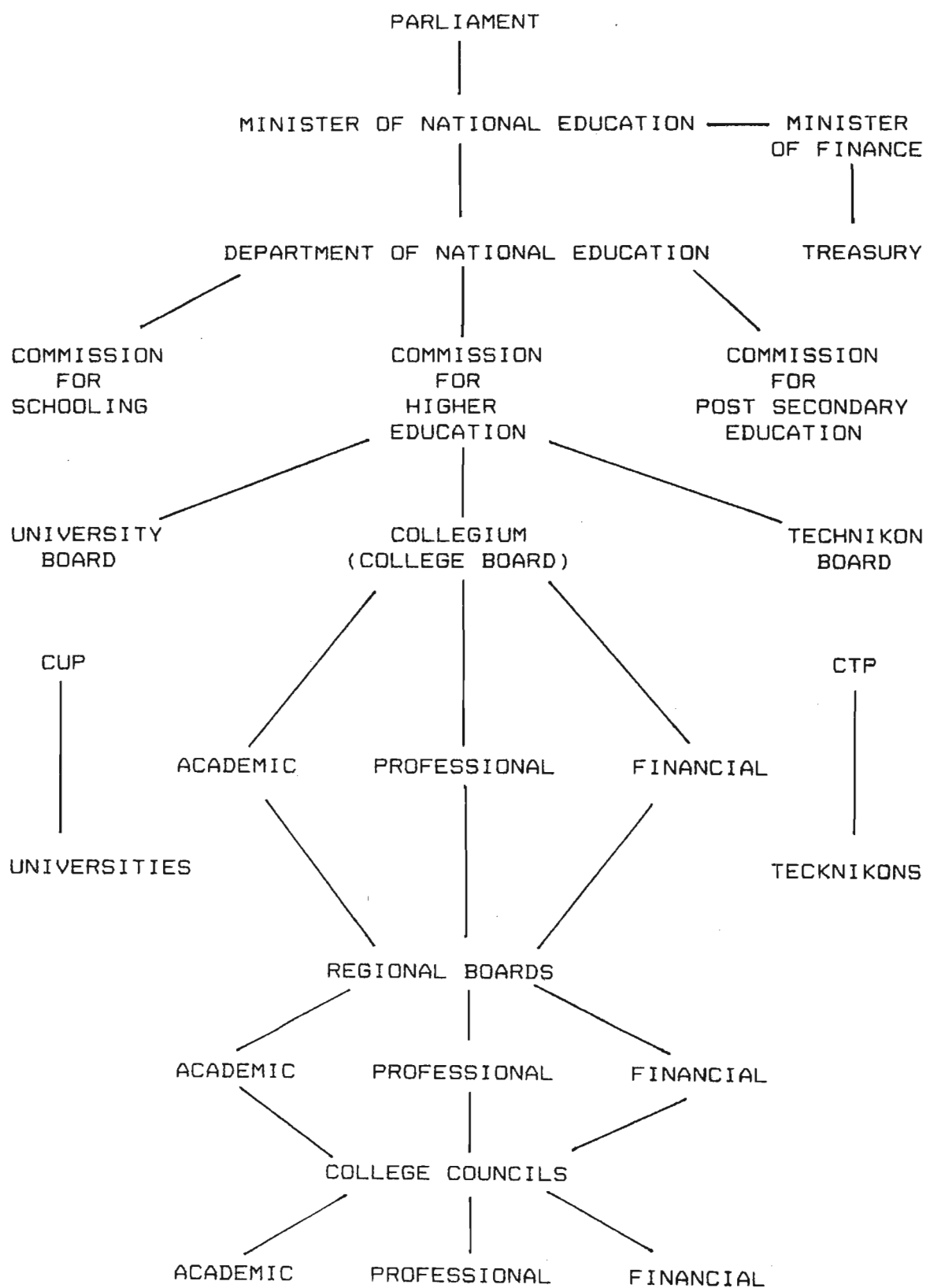


Figure 15 - Schematic representation of the collegiate structures

It is envisaged that there would be a single Ministry of National Education that would encompass all aspects of education with one Minister of Education. The Ministry would comprise three Commissions viz.:

- a Commission for Schooling;
- a Commission for Higher Education (Universities, Technikons and Colleges of Education) ;
- a Commission for Post Secondary Education (non-higher education such as community colleges, career education and training, adult education, non-formal education, literacy and other educational backlogs).

The Commission for Higher Education would consist of three discrete Boards, with representation on the Commission. They would be:

- the University Board;
- the Technikon Board;
- the College Board, the Collegium.

Each Board would be responsible for its sector of tertiary education. It would liaise with the government and the institutions in its sector as a system of administration.

9.4.1 THE ROLE OF THE MINISTER OF EDUCATION IN THE COLLEGE SECTOR

The Minister is in overall control of the college sector. Although the Collegium model envisages that the Minister

would devolve considerable powers and responsibilities to the Collegium, he would be responsible ultimately for the main decisions affecting the collegiate sector. He would be consulted and guided by the Collegium, but would decide on:

- the overall financial resources and level of funding which would be made available to the collegiate sector, and the allocation of these resources in very general terms, including the mechanisms for such funding;
- capital expenditure;
- the service conditions applicable to personnel in the sector;
- determining the broad general policy concerning provision and priorities, including the overall planning and policy-making in the sector;
- control, accountability, and evaluation in teacher education;
- backlogs in teacher education provision, particularly the physical amenities;
- establishing principles, guidelines and the minimum standards in teacher education; and
- seeing that the Collegium acts in a way that is fair and just to all concerned, including students, teachers, teacher educators, education authorities, communities and any other relevant stakeholders affected by the Collegium actions or decisions. The right to appeal, and a channel

directly to the Minister, must exist for when a member college wishes to appeal to him directly.

At the same time the Minister would not be permitted to act unilaterally and with disregard for the collegiate sector. The Collegium should have direct access to the Minister to initiate negotiations, present proposals, to comment on financial matters, to discuss issues and to have an input concerning decisions. It is envisaged that the Minister and the Collegium would work closely together. The Minister would rely heavily on the Collegium for input, perspectives, guidance and advice. Should the Minister act contrarily to the advice or requirements of the Collegium, he would be required to inform them for his reasons for doing so, as occurs in Scotland between the Minister and the General Teaching Council for Scotland.

9.5 THE COLLEGIUM STRUCTURES

The Collegium would function in broad terms as set out below. Detailed prescriptions have been avoided as these would be the subject of negotiation in the collegiate sector. The principles are highlighted to elucidate the model.

9.5.1 THE CENTRAL LEVEL: STRUCTURES AND MECHANISMS

The role of the Collegium is to act as an intermediary between the Minister of Education, representing the government, and the regional structures and individual colleges of education in the collegiate system.

The Collegium would work closely with the Minister, in consultation with the colleges via the regional bodies, on the following matters:

- advising on general policy regarding the academic and professional norms and standards of teacher education;
- making recommendations on all matters of planning, review and research for the collegiate sector;
- negotiating on the rights of colleges to offer courses;
- the determination of the general admission requirements for teacher training, such as holding a senior certificate;
- consulting on the minimum content of teacher training courses for certification purposes, including the minimum duration of training required;
- consulting on the minimum qualifications for appointment as a teacher educator, including expertise, qualifications and experience, as well as the conditions of employment of the college staff;
- evaluating, reporting and making recommendations on the setting of norms and standards for the financing of recurrent and capital costs, as well as the funding of backlog provision, including the annual national estimates of expenditure;
- negotiating on the establishment, development and extension of the colleges;

- establishing the number of teachers to be trained and allocating numbers to the colleges in the form of minimum loan quotas;
- consulting on the provision of in-service teacher education to ameliorate the unqualified and underqualified teacher educator and teacher position;
- drawing up national policies and draft legislation, in consultation;
- advising the Minister on strategies to achieve equality of opportunity in the teacher educator sector and the realisation of equivalent standards in training throughout the college system; and
- advising on physical planning guidelines and national norms for college facilities.

9.5.2 COMPOSITION OF THE COLLEGIUM

The Collegium would be composed of a permanent Management Committee, as well as other representatives. There would be a secretariate to effect the administration of the affairs of the Collegium. The Management Committee would consist predominantly of persons who have been teacher educators, especially experts in the various fields of concern. Rectors would be likely candidates for promotion appointments to the Collegium Management positions.

In addition to teacher educators, the Collegium would consist of government representatives from the Department of

National Education and the Treasury, representatives from the Committee of University Principals and the Committee of Technikon Principals, the Teachers' Federal Council body, members of each of the regional collegiate bodies and community/private sector members. The chairman of each of the permanent standing committees would also serve on the Collegium, namely the professional committee, the academic committee, the finance committee and the Committee of College of Education Rectors. Teacher educators would also be represented.

The Collegium, in consultation with the regional and local structures, would decide on the membership of the committees.

Some members of the Management Committee would be appointed on a full time basis; others would be appointed/elected on a part time basis for a number of years. The Minister and the collegiate sector would have to agree to nominees for appointment and should be able to veto an appointment in exceptional cases, and with good cause, as presented to the Minister. Once appointed, these members should have security of tenure; only the State President should be empowered to dismiss a member of the Management Committee on specified grounds. Reasons for such a dismissal would have to be tabled in Parliament within a specified period of time.

9.5.3 COMMITTEES OF THE COLLEGIUM

The Collegiate would function as a central executive body, with a number of sub-committees, which would be integrated

via the Collegium, yet which would act independently. Each committee would have its own responsibility and expertise; yet committees may well have some members in common which would ensure a cross-pollination of ideas and perspectives, within an integrated service. The main committees would be:

- the *finance committee*, dealing with budgeting, allocation of funds and auditing of expenditure, and general administrative matters;

- the *professional committee* would deal with the registration of teacher educators. It would address matters such as staff appraisal and development in order to raise the quality and standard of the teaching staff, the certification and licensure of teacher educators, including requirements for appointment as a teacher educator, the professional standards required in teacher education and in-service provision for teachers;

- an *academic standards committee*, which would have the overall responsibility for matters of academic quality. It would handle institutional accreditation, course validation and review, college visitation, the external examiner system and the recognition of academic awards. It would also deal with matters arising from the regional subject committees and distribute information of academic concern and interest. It would play a strong advisory role and provide a forum for curriculum development. It would gather and disseminate subject information;

- a committee consisting of all the rectors would meet when required, to deal with their concerns and interests. Such a body, the *Committee of College of Education Rectors* (CCER) was formed in 1992; and

- an *appeals committee* would be constituted by the Collegium, but entirely independent of it, to address any grievances and appeals by individuals or institutions. It would consist of persons of integrity and public standing, such as judges and university principals. This committee would investigate any complaints and appeals and resolve them.

A body similar to the Teachers' Federal Council is envisaged for the professional registration of teachers. The Collegium and such a body would work very closely together, with representation on each other's committees where appropriate. This body would address matters such as the number of teachers required in the country and the standards of entry to teacher training, in consultation with the Collegium, as a joint responsibility.

9.5.4 FUNCTIONS OF THE COLLEGIUM

The Collegium would have the overall responsibility in a number of areas associated with teacher education. The following functions would be the responsibility of the Collegium, although they may be accomplished by the colleges in consultation with the Collegium. The Collegium would be responsible for:

- the execution of the policy of the government for the collegiate sector; assisting in the drawing up of the national collegiate policy; acting as a broker between the government and the colleges, by reconciling government interests with college sector interests;
- the assessment and examining of college qualifications, including the maintenance and improvement of academic and professional standards; utilising their charter for establishing degree level training centrally, and in those colleges which develop to a point where they are capable and worthy of offering such courses;
- the control and issuing of certificates;
- deriving and maintaining the minimum standards *vis-a-vis* the quality of the courses and the calibre of the teacher educators, including the accreditation of colleges, the validation of courses and the certification and licensure of teacher educators via a professional registration of teacher educators; maintaining comparable standards between colleges and regions; developing teacher educator competence;
- collegiate control, accountability, system monitoring and the submission of annual reports, including auditing functions;
- coordinating teacher education provision, including the financial, physical and human resources, and the management of system conflicts; laying down regulations, guidelines and

principles in consultation with the colleges, and inspecting to ensure that these are correctly implemented; specifying the powers, responsibilities and obligations of the regional and college bodies;

- allocating resources and monitoring the implementation of Collegium policies and programmes; striving for the highest level of internal efficiency and effectiveness; advising and guiding colleges in such matters; assuring the management expertise of college and regional staff;
- conducting relevant ongoing research for planning and policy-making purposes;
- liaison with other professional bodies;
- establishing a national in-service training facility in order to address the problem of unqualified and underqualified teachers; addressing system backlogs;
- deriving the number of student teachers required, allocating quotas to the colleges in an equitable fashion and controlling student loan/bursary parameters;
- ensuring that there are wide-ranging and adequate consultative mechanisms, both within the collegiate system and with outside stakeholders; the hallmarks of the collegiate system are coordination, cooperation, negotiation and consultation; linked to this responsibility is the need to ensure an adequate devolution of power to the regional and college structures; and

- establishing a system of peer review and visitation, and an external examiner system, to ensure a partnership in validation based on corporately derived criteria.

9.5.5 THE REGIONAL LEVEL: STRUCTURES AND MECHANISMS

Each regional structure has the primary role of acting as an intermediary between the Collegium and its constituent bodies, and the individual colleges in the region.

The regional body would collect information and perspectives from its colleges and relay them to the Collegium structures. This information would be on matters affecting policy-making and feedback on proposed draft legislation, financial requirements for budgeting purposes, auditing and annual accountability reports, as well as capital needs and priorities in this regard.

The regional level would also be responsible for the dissemination of information and policy requirements from the Collegium to the colleges. It would be the responsibility of each region to see that the colleges take cognisance of the national macropolicy for the collegiate sector and implement that policy.

It would be the region that must ensure that colleges work in harmony and strive for excellence and economy. The regional bodies would foster initiative and responsibility at the local level. The region would function at an administrative coordinating level. It would not be a policy-making body *per se*.

The region would function via a small secretariat for financial, administrative and liaison purposes. It would be funded by the Collegium. Its main structures would consist of a number of representative consultative committees, which would effectively mediate between the central and local levels. These committees would be authoritative organs of consultation. For example, there would be a committee for financial/budgetary concerns. Representatives of each college would serve on such a committee; one representative from that regional committee would serve on the equivalent committee of the Collegium. Regional committee members would report back to their college councils. The other committees would function in a like manner. The region could glean the perspectives of serving teachers and teacher educators and pass them on to the national level on various issues, such as to subject boards for example.

Thus the Collegium could instigate the discussion of an issue and pass the matter down the line, or a college could raise a matter and it could be passed to other regions via the Collegium. In this way, central concerns and local issues would suffuse the collegiate system for purposes of deliberation, consultation, negotiation and decision-making. The regional structures would be of pivotal importance in the collegiate system of joint advisory and coordination committees. The regional bodies would be powerful as they would appoint their own committees and have the power of negotiation.

Policy for the college sector would be derived on a corporate basis in the same manner. The regional structures would therefore be directly involved in the formulation and implementation of collegiate goals in a system of delegated power and consultation.

The regions would have a mandate to look after the autonomy of the colleges. This would include resisting undue pressure from one of its constituent colleges on another college or the collegiate sector, as well as closing ranks on unwarranted pressure from outside.

Regional representation would be decided by the region. The nature of the representation would differ from committee to committee, but would usually include representatives within the region, of the colleges, Education Departments, teacher organisations, community representatives and Collegium nominations where appropriate.

9.5.6 THE LOCAL LEVEL: STRUCTURES AND MECHANISMS

The Leverhulme Committee ideal for colleges would apply in the collegiate model, namely that colleges should be subjected only to controls that are strictly necessary for the maintenance of academic quality and the efficient use of national resources. The collegiate model also has aspects of the James Committee proposals, and thus could achieve the James' declaration that the system proposed would usher in a new degree of independence and self-determination, with a proper degree of responsibility for their own professional affairs.

Each college would be given the maximum freedom to manage its own affairs, in a system of delegated power and responsibility. If a college grossly overstepped its powers, or failed to fulfil its responsibilities, the Collegium could dissolve the college council and run the college until a suitable college council could be reconstituted. Within the national parameters and corporately derived Collegium guidelines, colleges would be free to establish their own aims and goals, their criteria of excellence, their own meanings and standards. Similarly, as each college understands its own needs best, college financial matters would be decided by the college council, within the parameters set by the Collegium. Naturally colleges would be fully accountable for their decisions, and for the economic use of public monies.

Colleges would determine their own courses of instruction and course content, in time even to degree level. In doing so they would need to interpret the needs and wishes of their local community. This would include the views of serving teachers. This is in line with the Lindop Committee aim to foster the growth of the college (teaching institution) as a self-critical academic community.

Course approval would naturally involve the government, which would be concerned that courses are appropriate and not offered willy-nilly, the Collegium, which recognises courses via the accreditation process, and the regional and national structures of consultation within the college sector.

The college council would be responsible for the following facets of college administration and academic/professional matters:

- college administration, including budgeting, the allocation of volitional finances and expenditure;
- the management and general efficiency of the college;
- the physical amenities of the college;
- the selection and admission of students, subject to quota;
- curriculating, standards, and setting college principles and guidelines; and
- the professional, administrative and support staff.

Colleges would liaise with other colleges in such matters through the corporate structures of the Collegium and would benefit from the corporate wisdom of the collegiate sector. Such liaison would indirectly stimulate the development of the individual colleges and act as an informal control mechanism.

9.6 A CRITICAL APPRAISAL OF THE COLLEGIATE MODEL

The collegiate model has been presented above. It will be critically appraised below in the light of insights and perspectives outlined in the preceding chapters.

9.7 PUBLIC ADMINISTRATION THEORY AND PRACTICE

Public Administration theory and practice were presented as

a frame of reference and a standard against which the collegiate model could be assessed. In any public endeavour, it is necessary to be aware of the value context which surrounds the public administrator's task.

The following public administration issues and values were highlighted as being of primary concern.

9.7.1 POLITICAL SUPREMACY

The Collegium exists under the legislative body, Parliament, which sets the general policy, in consultation, and which determines the general goals and programmes in teacher education provision. It is Parliament which empowers the Collegium, as an executive body, to carry out its responsibilities. In the collegiate system, the State and the Collegium are in a symbiotic relationship, in that the State participation avoids the teacher educators taking decisions based solely on the criteria and values of the profession. Similarly, the active and substantial involvement by the college sector in controlling itself acts as a break on undesirable political interference. This interface between the colleges and the State ensures a healthy homeostasis in the management of the college sector.

9.7.2 DEMOCRATIC TENETS

The collegiate system is democratic in that it assures participation by the stakeholders in the policy-making processes and in the administration of the collegiate sector. The teaching profession, Education Department

personnel, public administrators, the Minister, other tertiary institutions, community leaders and the public at large all have an input into the collegiate system. The collegiate system therefore represents the interests of all.

The collegiate system is democratic in another sense. All the colleges have an opportunity to participate in, and benefit from, the collegiate process. The collegiate model is based on the principles of participatory democracy. As such, the system is more effective, as decision-making occurs under conditions of direct participation by those affected by the outcomes. The Collegium concept ensures a deliberate and systematic mobilisation of the constituent groups and provides a forum for the expression of alternative views. The channels of appeal ensure fair play for all. Because all colleges would be involved in the public policy-making process, the resultant policies would be more relevant and the colleges are likely to be more responsive to them. It is also easier to achieve accord and resolve conflicting interests, and it forces the Collegium to deal with matters of equity.

In terms of access to quality teacher education, the collegiate approach is structured to ensure an equitable system. Admissions must be fair and based on merit, and not on spurious factors such as race. It would be the responsibility of the Collegium to ensure an admissions policy/system that gives the individual student a choice of college and the individual college a say in the admission of its own students.

9.7.3 RULE OF LAW

The rule of law is based on the principles that all citizens are equal and should be treated equally, that there should be no ulterior motives in the administration of teacher education and all decisions should be fair and balanced.

The collegiate system is designed so that each institution, will receive its due. The interests of one group should not be unfairly prejudiced or unjustly favoured. Probity is assured as the system does not easily lend itself to inadmissible gains through the use of authority, preferential treatment or collusion for unjust benefit. Checks and balances are built into the system as it is based on a corporate and open administrative plan with facilities for control, accountability and appeal. The close working relationship with the government is another balancing factor. *Bona fides* administration is enhanced if actions and decisions are justifiable and rational, and open to inspection and comment.

The Collegium would ensure social equity as an equitable distribution of services is a primary aim of the system. The Collegium has a specific mandate to deploy its resources on behalf of the less advantaged and to realise Frederickson's dictum that "...the more advantaged have a moral duty to serve all others, including the disadvantaged" (1980:14). The interdependence of the colleges is predicated on such a principle. The opportunities for mutual deliberation and consultation would optimise the chances of finding a

solution that is favourable to all, as well as resulting in a sharing of knowledge, experiences and resources. The Collegium would have to be sensitive to widely differing and varied approaches which will have to be accommodated and incorporated in its processes if it is to succeed. This would involve a careful study of proposals, a justification of decisions and a more responsive and flexible administration. The Collegium officials will need to be sensitive and responsive to the feelings, values, problems, needs and expectations of its constituent colleges.

9.7.4 CHRISTIAN VALUES

The Collegium system is the antithesis of apartheid education. It promotes Christian values, such as the value of individual persons, by ensuring that they will receive equal and fair treatment and respect for their human dignity. Duty to one's neighbour is encapsulated in the corporate processes. Tolerance of differences is central to the collegiate philosophy. The overall aim is the good of all those involved in the collegiate system.

9.7.5 EFFICIENCY AND EFFECTIVENESS

In an articulated system, such as the Collegium, it would be possible to provide a reasonable quality of teacher education with the least expenditure of manpower, material and financial resources. Certainly, the system would be more efficiently run than the present seventeen education 'own affairs' departments. As a sector, the colleges would coordinate their resources and expertise, rationalise their

services, and determine corporate priorities. This would ensure a minimum of duplication of effort and wasted resources. Resources would be allocated optimally in order to satisfy all the needs to the greatest extent possible.

Effective teacher education will be assured because of the corporate academic and professional goalsetting and the mechanisms for ensuring standards and the quality of provision.

9.7.6 ACCOUNTABILITY AND CONTROL

Accountability is of central concern in the collegiate concept. The Collegium is answerable to the government for its decisions and actions. At the same time it is answerable to its constituent colleges. The head of the Collegium would act as the accounting officer and would have to give an account to Parliament for the service rendered and the resources utilised.

Control is allied to public accountability. The Collegium provides for ongoing monitoring and control in areas such as financing, academic standards and professional requirements. The processes envisaged to achieve such ends include visitation, written reports, statistical reports, audits and inspections. The aim is to ensure that optimum programme results are achieved through the most economic utilisation of resources. Financial control would occur at the budgeting stage and at the auditing stage of the financial processes, ensuring both *a priori* and *ex post facto* control.

9.7.7 POLICY-MAKING

The collegiate approach allows for policy to be made in consultation with legislative values and community values. The Collegium is especially well placed to conduct an analysis of its policies and an evaluation thereof. These assessments would highlight the appropriateness of the policies, as well as indicating where they are failing and why they are failing. This process would ensure, over time, that the corporate objectives are being achieved, thereby enhancing the social efficiency efforts (concern for social development) and the functional efficiency efforts (the best use of resources). Corporate outcomes would be worthwhile and appropriate.

9.7.8 FINANCING

The Collegium would control the financing of the college sector from budgeting through implementation to auditing and accountability. It would audit the proposals for expenditure as well as the expenditure itself, thereby utilising the corporate wisdom and experience to assure value for money and proper priorities.

The Collegium would work in close association with the Treasury, the Department of National Education, and its constituent colleges. The government would control the overall allocation of financial resources to the college sector, the Collegium would be responsible for the general allocation of the monies, and each individual college would

be responsible for the utilisation of its own finances according to its approved budget.

9.7.9 STAFFING OF THE COLLEGE SECTOR

The Collegium provides a staff function for the teacher educator line function. It would consist of experts who would advise and assist the professional and administrative staff.

An integral function of the Collegium would be to provide education and training facilities for the teacher educators to develop their professional attitude, skills, knowledge and expertise. The standard of the service in colleges would also be enhanced by the evaluation of staff for credentialling. Such individual education and development would occur via induction courses, as well as formal qualifications, sector liaison and communication, and informal initiatives on a national, regional or local basis. Good lines of communication, both lateral and vertical, would ensure that the contributions of the leaders in the field would filter through the system.

9.7.10 PLANNING AND ADVISING

Planning in the Collegium would be corporate planning, permitting the assembly of specialist experts and capitalising on the wealth of experience in the sector. This would ensure better planning and better administration. As the planning would be derived from within the sector, any evaluation and adaptation would be easier to effect and

implement. Planning would therefore form part of an effective control function, aiding the taking of effective steps to counter any organisational deficiencies and management problems in the sector.

The Collegium would also be in a strong position to monitor policy shortcomings, to conduct relevant research and to assemble the requisite data which would be used in planning, decision-making or policy-making. It would also be well placed to coordinate planning and policy-making and to inform the Minister, as it would be in close touch with the actualities of the service rendered and the responses of those affected by the policies made and the decisions taken, such as the schools, colleges, teachers and students.

9.7.11 WORK PROCEDURES

Professionals are usually given a fair measure of autonomy in their work situation. However the general work requirements and guidelines for teacher educators would be laid down by the collegiate sector itself, with the profession setting work parameters for the profession. No longer would professional teacher educators be dictated to by bureaucrats in Departments of Education. No longer would colleges be lumped with schools for administrative and professional control purposes.

From the administrative perspective, the work procedures would lay down the relations between the colleges, and for the colleges with the Collegium. Powers, responsibilities

and obligations towards others would be specified to ensure the smooth running and effective articulation of the sector.

9.7.12 ORGANISATION

The Collegium concept represents an attempt to organise the teacher education structures so that they are coordinated into a sufficiently cohesive and unitary system on a national basis. This system allows for the coordination of the financial, physical and human resources, yet it allows for the diversification of activities which are compatible with the effective achievement of the overall goals of the collegiate sector.

The organisation envisaged includes coordination with the other tertiary sectors and with the school sector, ensuring harmony and a unified effort.

Certain facets of the organisation implicit in the collegiate model need to be highlighted.

9.7.12.1 DECENTRALISATION

Riekert (in van Vuuren 1983:164) holds that:

"The maximum devolution of government authority and greater decentralisation of administration is one of the cornerstones of successful...state administration".

The Collegium would be the overall umbrella body in charge of teacher education, but the regional and local levels of the collegiate sector would be crucial in the formulation and implementation of the collegiate goals and they would carry a considerable and real responsibility in the system.

This model of administration ensures control and uniformity in general matters, but it would also ensure that policies and decisions are suited to local circumstances.

9.7.12.2 DELEGATED LEGISLATION

The Collegium would amount to an instance of delegated legislation as it would function under enabling legislation and carry considerable legislative, executive and administrative powers. This would place the control of professional services and professional persons in professional hands, as is found in various statutory councils in South Africa.

The Collegium would supplement the legislation via proclamations and regulations which would be binding on the college sector. This would allow for responsible executors, with specialist knowledge, to be flexible in their administration of the college sector. The model being proposed permits a professional form of administration. This would be carried out within the general principles and intentions of the legislature. Unforeseen contingencies and variations according to local conditions could be handled immediately. This would promote a more effective provision of teacher education.

9.7.12.3 DELEGATION OF POWER AND RESPONSIBILITY

The Collegium represents a system of delegated power and responsibility. Parliament would devolve power to the Collegium, which, in turn, would devolve the power and

responsibility to use the power effectively to its constituent bodies and institutions at the regional and local levels. In this way the capacity to take final decisions is transferred to the lower levels of administration, but Parliament retains the ultimate control.

Such devolution of power would assure the autonomy of the individual college councils within specified parameters. Although the Collegium would continue to review the colleges, variations according to local conditions would be permitted to a fair extent. The Collegium, as the superior body, would retain the responsibility for the use of the discretionary power delegated, as required for public accountability.

9.7.12.4 COMMITTEE SYSTEM AS A *MODUS OPERANDI*

The collegiate model is designed to function predominantly on a committee basis, wherein a number of expert representatives combine their knowledge and expertise in planning and decision-making. Some committees would be managerial, others advisory in nature. The whole collegiate structure is designed for democratic participation. The aim is not rigid conformity, but rather a broad movement in a common direction. As the views of the participants are sought, understanding will be enhanced and a greater confidence will be engendered by a sense of fairness in the system.

The Collegium is a mechanism for controlling conflict internal and external to the collegiate sector, thereby

meeting the Robbins (1963:280) ideal of "...harmonisation of interests along systematic lines and on a fairly durable basis".

The outcome of the collegiate system of professional administration would accord with the aims set out by Hanekom and Thornhill (1983:239) for the end of discriminative practices, a greater promotion of public interest by the administrators, a greater participation between public administrators and their clients (i.e. teacher educators), and relevant, responsible and responsive public institutions.

9.8 ISSUES FROM A HISTORICAL PERSPECTIVE

A number of problems and issues from the past in the provision of teacher education have been addressed in the collegiate model.

9.8.1 FRAGMENTATION AND THE UNITARY SYSTEM IDEAL

The fragmentation of education at the time of Union has been deplored, especially the alignment of colleges of education with the school sector. The 'own affairs' fragmentation has also been decried. The collegiate model places colleges firmly in the tertiary education sector and accords colleges status as institutions of higher education.

The model of educational administration proposed ensures that education will be provided in a systematic and organic way. The current divided system of education would be replaced by a single Ministry of Education, in which all

aspects of educational provision would be coordinated and articulated. In particular, colleges of education would no longer function in 'splendid isolation'. The Gericke Commission (1969) ideal would be realised, of eliminating undesirable and detrimental diversity and ensuring a viable and workable unity in diversity. This would apply for all teacher education however, and not only to white education. The provision of teacher education would be based on sound planning, administration and evaluation.

9.8.2 CONTROL OF TEACHER EDUCATION

In the past, teacher education control has been seen as rightly being the function of Education Departments by some, and the prerogative of universities by others. This debate has occurred over many decades in South Africa and abroad. Both universities and Education Departments have their drawbacks as management vehicles for teacher education. Education Departments are not suitable management structures for the control of tertiary institutions of higher education, as they are bureaucratic structures and are closely aligned with schooling.

The de Lange Commission (in Behr 1984:309) stated that:

"...teacher training colleges do not enjoy an autonomous status within the framework of higher education since they are subject to control by education departments in academic and administrative matters, suspicious in regard to academic and professional standards..."

De Lange held that the professional status of the teacher educator should be upheld.

Universities are similarly not suitable vehicles for the control of the collegiate sector. They do not recognise and encourage the development of important qualities in teachers, other than the intellectual. The Prætorius Commission (1951) held that "The qualities essential to the teacher cannot be acquired in a purely intellectual way".

Universities do not have the resources to take on responsibility for the collegiate sector, even if this is deemed desirable. The college sector is large, consisting of perhaps 25-35% of tertiary registrations. The time and costs involved would be prohibitive. A considerable complement of university staff would be required to monitor programmes and provide sufficient professional and academic guidance to the colleges.

There are also problems associated with colleges affiliating to universities. It has been found that the emphasis has become too academic as university criteria of excellence are applied. The James Committee (1972) referred to this as "...a false conception of academic respectability". If the college sector was absorbed into the universities, vast numbers of non-matriculants would naturally be resented on the university campuses and the status of teachers would be adversely affected. If degree courses were expected of teachers in training, insufficient teachers would be trained.

Some of the concerns of the van Wyk de Vries Commission (1974) nominally ascribed to the need for colleges to have

their own mission. He felt that colleges should not be mere appendages of the university because of the inherent goal conflict and the loss of institutional autonomy by the colleges. He felt that colleges should be free to realise their own particular mission as professional trainers of teachers. Colleges are mission oriented rather than discipline oriented in the university sense. Having their own mission would result in teacher training and colleges overcoming the stigma of inferiority encountered in some quarters.

The solution proposed is that of the college sector being independent and ascribing to its own mission and criteria of excellence.

9.8.3 THE COLLEGE MISSION

It is a central tenet of this research that colleges have a place in higher education and a right to their own mandate. These principles logically extend into the college sector being autonomous in its administration, yet linked functionally to the other areas of educational provision.

The Gericke Commission (1969) visualised a Professional Council for the training of teachers, consisting of professional experts, with advisory and directive powers, which would promote coordination on a nationwide basis. It held that teacher training was sufficiently important to be served by a separate body with teacher training as its sole responsibility and to which it could give its undivided attention. It would be constituted to inspire confidence in

the authorities. The body was perceived as being a professional body rather than an advisory body. Gericke believed that the educational principles on which teacher training should be based should be formulated by educationists involved in teacher training. Such a body would advise the Minister on general policy and help to implement that policy. The Collegium concept meets the Gericke criteria precisely.

9.8.4 PROFESSIONAL TEACHER EDUCATION AND TRAINING

Part of a discrete college mission encapsulated in the collegiate concept is that the courses offered should be relevant and appropriate to the needs of well trained teachers. This means that there should not be an overzealous striving after inappropriate academic standards and a preoccupation with academic scholarship. A balance needs to be kept between the academic and professional aspects of a course, which should be integrated into a cohesive and relevant whole. For this reason, the concurrent course would be entrenched, as it is the mode of course which epitomises the integration of academic and professional concerns at the same time. It is also the nature of the courses which colleges of education have traditionally offered and which they accomplish well. In the collegiate model, it is proposed that all teacher training would be undertaken by the colleges eventually, including secondary school training, as happens in Scotland, with the concurrent course being used for secondary teacher training as well. This would result in financial economies of scale, as well as

assuring a quality teacher education for all the school phases.

The prestige of the teaching profession needs to be maintained and promoted. One of the ways to do this is to provide courses of training which are unique and appropriate to the training required. Such courses would establish their own validity and reputation in the teacher marketplace. Such courses should be sound and not too instrumental, yet they would be applied to an extent, as all professional education has to be to be effective.

Related to these perspectives, the college mission would entail the articulation of pre-service and in-service teacher education and training, and awards of degree status by the Collegium would be an intermediate and long term goal, to cater especially for the capable students.

9.8.5 MAINTENANCE OF STANDARDS IN TEACHER QUALIFICATIONS

For colleges to be autonomous and realise their own mission, they would need to assure the standards and quality of their qualifications. The Collegium model is designed to achieve sound standards in the academic and professional aspects of the training. This would be achieved via a coordinated policy to achieve parity between the colleges in their standards and by mechanisms to raise the standards of college courses throughout the college sector. The de Lange dictum is central to the collegiate concept: "The quality of

teachers, more than any other factor, determines the quality of education".

The Collegium would be charged with the responsibility of guaranteeing the quality of the teacher education courses and the calibre of the teacher educators, to realise this end. It must aim to achieve comparable standards between institutions and regions, and assist colleges with backlogs to close the gaps. This would be achieved via a system of joint advisory and coordinating committees and a reciprocal sharing of professional knowledge and experience.

9.8.6 COORDINATION AND CONSULTATION

The Hofmeyr Commission (1924) highlighted the need to coordinate education on a national basis. In 1948 the de Villiers Commission reiterated the need to develop a national policy and mooted the idea of a coordinating central body to lay down the general education policy.

The National Education Advisory Bill, 1962 (Act 96 of 1962) had as one of its aims "...to consult on broad fundamental principles of sound education and to promote cooperation and coordination of educational policy". In particular, Senator de Klerk, Minister of Education in 1969, noted that there was no uniform control of teacher training and no cooperation, consultation or coordination between the different authorities concerned and that considerable disparity and diversity existed in teacher education. The Schumann Commission (1964) highlighted the need for close

contact in order to counteract the divergence in courses, selection of students, admissions and certification.

The Collegium proposes a realistic system based on consultation in order to achieve a national policy for teacher education in South Africa. It encompasses a nationwide system of teacher training, with coordination at the national level so that the training of teachers would constitute an educational whole. The collegiate concept would permit teacher training to be melded into an organic unity.

9.8.7 POLITICAL AND PROFESSIONAL CONTROL OF TEACHER EDUCATION PROVISION

The government has felt the need in the past to control teacher education. The profession has also been keen to have a say in the training of its professionals, as generally happens in professional education. The colleges have been keen to have more professional autonomy. Robbins (1963) referred to academic freedom as "...the institution being immune to interference and control by the government". The tensions implicit in these entrenched positions have been accommodated in the Collegium concept. The initiative for teacher education policy will remain with the Minister, but will be tempered by giving the collegiate sector the maximum say in running their affairs, in consultation with the profession. Such a compromise balances the academic freedom of the colleges and the legitimate claims of the government

to establish priorities and require accountability for the use of public funds.

The professional control of teacher education will thus not be solely in political hands, nor will it be solely in professional hands. What is being proposed is a partnership in the form of an appropriate model for the professional administration of the college sector. The partnership would be realised in one body, the Collegium, which would have a decisive say. It would be strongly influenced by all the stakeholders in teacher education, in particular its member colleges. This would ensure that teacher education is equivalent throughout the country, but not identical. The Collegium would allow courses to be different, yet of comparable status. In this way standards would be maintained without rigidly enforced central control by politicians.

9.9 SOLUTION OF CURRENT PROBLEM AREAS

The Collegium model is specifically designed to solve some of the problems in the provision of teacher education which have currently been identified. Some have been mentioned above; others will be highlighted briefly.

(i) Backlogs in teacher education provision arising from past injustices in apartheid funding will be specifically addressed by the Collegium. A separate budget is envisaged, with the Collegium assisting in determining the needs and prioritising projects and programmes;

(ii) Disparities in allocating funds will not be tolerated as the colleges will have a say in their detailed funding and ensure that monies are allocated equitably throughout the sector;

(iii) The resources of the collegiate system will be utilised equitably and optimally. Underutilised resources (plant and personnel) will be fully utilised. The seventeen Education Department bureaucracy will be replaced by the unitary Collegium which will effect economies of scale;

(iv) Sufficient teachers of an acceptable calibre would be trained by the Collegium. There is a great need to move towards an acceptable pupil/teacher ratio and to provide education for the estimated two million school children who have never been to school in South Africa;

In addition to providing sufficient teachers by the full and rational utilisation of resources, the quality of teachers would be improved via the in-service provision of teacher education. In time, the problem of unqualified and underqualified teachers would be ameliorated;

De Lange held that a system of education aimed at the optimum development of individual talent, the promotion of economic growth and the improvement of the quality of life of the people is predicated upon a sufficient number of suitable and well-qualified teachers. The Collegium is designed to address these needs;

(v) The lack of access to schooling is of extreme concern, as is the need to provide education of a comparable standard for all the pupils in the land. The Collegium is the structure which would be best placed to train the teachers in order to realise the ideal of universal primary education. This would ensure functional literacy and impact on the employment figures, and provide the basis for an effective democratic form of government; and

(vi) The current system of bureaucratic control, with syllabuses being provided by bureaucrats, and examinations being set external to the colleges by bureaucrats, would cease. Instead teacher educators would be empowered as professionals, and guided by fellow professionals, in structures designed to promote professional participation, consultation and negotiation within the collegiate structures. Inspections in connection with course validation, institutional accreditation and the credentialling of lecturers would be conducted by fellow professionals.

9.10 CONSIDERATIONS FROM AN INTERNATIONAL PERSPECTIVE

A preview of the provision of teacher education in other countries, and the issues arising therefrom, have highlighted perspectives and insights which are useful in considering proposals for the provision of teacher education in South Africa. Some of these issues and perspectives have been incorporated into the collegiate concept.

9.10.1 MODELS FOR TEACHER EDUCATION PROVISION

The Collegium model has similarities to models which occur elsewhere in the world.

(i) The National Educational Commission in China is similar to the Collegium in certain respects. It falls under the State Council. It executes the policy of the government, reports to the government on educational development, seeks government approval for policy measures, and formulates and issues regulations and directions which govern the work of education on all levels. The feature of working closely with the government, yet independent of it in a way, is captured in the collegiate model;

(ii) In pre-unification West Germany, education was coordinated at the federal level, whilst allowing the greatest possible accountability and local option in each region. Similar features have been built into the collegiate system; and

(iii) The Scottish idea of colleges of education being 'national organisations regionally organised' is integral to the collegiate concept. The colleges in Scotland are financed by the Scottish Education Department, but enjoy a great deal of independence.

In Scotland virtually all teacher education occurs in colleges of education and this is central to the collegiate concept. Lomax (1973:153) felt that the qualities required of a teacher often did not receive due recognition and

encouragement in an academic atmosphere, such as at a university, whereas these qualities would be safeguarded in the training colleges. For example, the Mc Nair Committee (1944) in England felt that it was desirable for graduates to receive their post graduate training at a college of education, as happens in Scotland. The validation of teacher education courses in Scotland, including degree courses, is via the CNAA, and courses are accredited by the General Teaching Council for Scotland. (It is noted that this system is currently changing, but the model has been very successful and is of value in the present deliberations).

9.10.2 THE NATURE OF THE TEACHING AWARDS

It is commonplace in a number of countries for teaching to be a fully degreed profession. This is a long term aim of the collegiate proposals, although diploma qualifications will predominate initially and for some time to come.

In 1925 the Burnham Committee in England felt that degree qualifications were more appropriate to teachers. Burnham envisaged a specific form of training in a specialised institution with an academic and professional orientation, which is the essence of the collegiate university concept. The British universities introduced degree courses via the CNAA, or else in consultation with other universities. Although the CNAA is being superseded in Britain, it remains a viable strategy to follow in South Africa.

The collegiate concept incorporates a degree awarding body for those colleges/courses that are of a sufficiently high

academic standard. The idea is for colleges to upgrade their diplomas to a higher standard. Ultimately some colleges will attain degree status for some or all of their courses. The collegiate university will offer the facility for students at the non-degree awarding colleges to achieve degree status via building on their diploma studies. In this way colleges will receive a corporate charter, as it is unwise for each college to become a degree awarding institution, because of the number of colleges involved, the variations in the sizes of colleges and the diversity of standards. The collegiate structure would guarantee and safeguard the standards of excellence. This degree-giving mechanism would cater for the aspirations of the colleges and aid them to attain a higher status by reason of their own work and merits.

Another advantage of having qualifications awarded nationally, as happened with the CNAA, is that all teachers would hold the same professional qualification, as there would be a national recognition of qualifications and a ready system for the accreditation of qualifications. The standardisation of teacher qualifications on academic and professional grounds would result in a nationally acceptable standard for teacher training derived by the profession itself. This system would avoid the great diversity of forms and standards, as happens in the USA for example.

In South African terms, the collegiate system would break down the schism which currently exists between primary teacher training and secondary teacher training, as the qualifications would be offered in the same institutions and

would be of equivalent value, although they would vary according to the training needs for the particular phase. Each qualification would be pre-eminently suitable for teaching as it would be relevant, appropriate and pertinent to the needs of teachers.

9.10.3 THE IDEAL OF A UNIFIED SERVICE

The Mc Nair Committee (1944) ideals are reflected in the collegiate proposals. Mc Nair visualised a unified service, with the training institutions fused into a national training system, and with a central body supplying the initiative and motive power. Such a central body would be representative of all the interests concerned and would be responsible for the maintenance of standards, the consideration of the training methods and the coordination of national policy. Although the system would be unified, it would accommodate a reasonable diversity between colleges within an integrated service. Mc Nair feared the centralisation of power and authority, but felt such a system could work because it would be independent of direct government control, the control being by the professional sector to a significant extent.

9.10.4 THE BINARY PROBLEM

British colleges were afflicted by what was termed the binary problem, in which the university sector of higher education was split from the other institutions of higher education. The Collegium concept lifts the colleges fully into the higher education sphere, in an articulated system

of higher education, with the collegiate university model tangibly demonstrating the full higher education status of the college sector.

9.11 FINANCIAL ASPECTS OF TEACHER EDUCATION PROVISION

The Collegium holds the promise of solving some of the problems associated with funding and finances in teacher education provision.

9.11.1 ARTICULATION OF FINANCIAL PROVISION OF EDUCATION

With the three Commissions proposed, namely for schooling, higher education and post secondary education, within a unitary body, education in South Africa would be placed on a basis which would allow for sound financial planning and control, with an integrated approach involving articulation throughout the education sector.

In the Commission for Higher Education, no one sector would dominate. Financial planning and control would be achieved holistically, without any sector impinging on another. The technician sector, the university sector and the college sector would each be funded according to its needs and deserts, within a central and unified vision for higher education. Not only would the articulation occur laterally, but the articulation would range within the college sector from the Collegium, through the regional structures to the individual

college councils in a two way exchange of information and perspectives.

9.11.2 GOVERNMENT/COLLEGE FINANCIAL INTERFACE

There is a need for a separation between the political body which determines policy and sets the financial limits on spending in an education sector, and the expert body with the necessary knowledge to carry out the policy wisely, fairly and economically. The Collegium would be charged with implementing the financial policy principles in practice. It would be responsible for the detailed allocation of the monies made available to it as the expert body. As such it would act as the broker between the colleges and the government.

In order for such a system to work, it is necessary for the Collegium to maintain close contact with the government, so that it can reconcile the government interests with the college interests. For this reason Education Department and Treasury personnel would serve on the Collegium in an advisory and liaison capacity. Such a close liaison with the government would ensure a sympathy for problems being encountered. At the same time the government would retain the ultimate financial control, which effectively amounts to overall control of the sector. In effect, the Collegium manages the affairs of the college sector on trust.

9.11.3 INSTITUTIONAL FINANCIAL AUTONOMY

Although the ultimate responsibility for expenditure would

lie with the Collegium, the model is designed to ensure the maximum freedom for institutions to manage their own affairs. Operational freedom would be allowed within the limits set by the Collegium, in order to permit prudent college management and to foster initiative and responsibility at the local level.

9.11.4 ACCOUNTABILITY

Financial planning and allocation would be based on the collective wisdom of the collegiate sector. Because accountability and control would be on a corporate college basis via the Collegium, accountability would be integral to the collegiate structures, thereby promoting individual institutional accountability as an integral part of the corporate college accountability. Those institutions which adversely affect the financial parameters of the sector are likely to be brought into line pretty quickly and firmly by the rest of the college sector, as all the colleges would be prejudiced thereby.

9.11.5 COST EFFECTIVENESS ON A SECTORIAL BASIS

Because the provision of teacher education would occur on a sectorial basis, it would be more cost effective. Economies of scale would be realised by the colleges conducting all the teacher education, rather than the universities providing some of this service. With the rationalisation in real terms across the sector, the colleges would be capable of addressing the need for sufficient teachers of good calibre. The collegiate sector would have direct control

over all the financial aspects of teacher training and would be able to aspire to a high level of internal and external efficiency. The rationalisation of courses and resources across the sector, and the close auditing of resources used, would aid the realisation of this end.

The Collegium would address matters such as student funding, and control matters, such as building programmes, as part of its resource allocation process. Control would be aided via a system of tapping into the corporate wisdom and experience in such matters. As a body of experts, it would intervene on its own behalf. It would also have legitimate visitorial rights and so it would carry weight when advising or negotiating with a member college over a matter of resources.

The Collegium is in effect a system of advisory sub-committees of experts which are available for advice and consultation, including on matters of financial concern. Instead of acting in splendid and wasteful isolation, colleges would be able to assist each other to achieve individual and corporate economic efficiencies. The Collegium would promote an effective system of inter-institutional collaboration, cooperation and consultation with beneficial financial results. Although colleges would be relatively autonomous, they would be advised expertly and impartially by the Collegium. The Collegium would also perform a monitoring role and it would be a source of guidance and control.

9.11.6 ADDRESSING BACKLOGS IN TEACHER EDUCATION

The collegiate system has been specifically devised to address the backlogs in educational provision as a result of differential funding under the apartheid regimen. The deficit funding would be via a separate budget, similar to the development account envisaged by Malherbe (1954:542). This deficit funding would be utilised to maintain, develop and improve the educational facilities, especially in the black colleges where the need has been identified as being the greatest. The Collegium would have the standing, the information and the corporate perspective to address backlog issues reasonably and effectively. It would also have a corporate vested interest in such matters when addressing issues such as academic and professional standards, accreditation and validation requirements. For example, sufficient library resources would be a pre-requisite for course accreditation and would need to be addressed.

9.12 ORGANISATION

The Collegium model has been structured, and placed within a certain organisational pattern, to achieve specific ends in teacher education provision. Aspects of the principles and planning involved to achieve these ends will be highlighted briefly.

9.12.1 THE COLLEGIATE CONCEPT IN ORGANISATIONAL TERMS

The Collegium has been designed to achieve a close working relationship between politicians, professionals, academics

and administrators. It would accommodate the interests and concerns of each of these sectors which have a central and legitimate interest in teacher training.

The model being proposed already exists in essence in South Africa in the statutory professional bodies, such as the South African Medical and Dental Council, which has a limited form of self government. Worrall (1980:105) has described such bodies as "...own qualification-prescribing, conduct-supervising and standards-maintaining bodies". Such professional bodies work in close liaison with the State department. They operate under the control of the Minister according to powers prescribed by regulation.

The collegiate model is based on an affiliated, cooperative federal structure, in which the colleges are separate, yet linked. The corporate structure is realised in the Collegium, a central body which has a charter to underwrite teacher education qualifications. The structure is highly articulated, with the colleges being linked to each other, whilst the collegiate sector is linked to the other phases and sectors of education.

The qualification awarding aspect of the Collegium follows fairly closely the well established model of a collegiate university. Dent (1977:112) describes a collegiate university system as an organised federation of approved institutions working in cooperation with other approved institutions, constituting a university, and thereby

assuming primary responsibility for their mutual governance and the quality of the courses they offer.

The Collegium is an amalgam of a variety of professional and management bodies which function independently, yet in relation to each other. It has features and functions similar to the CUP (South Africa) which oversees that sector of higher education, the CNAA (England) which approves academic courses, CATE (England) which approves professional courses, and NAB (England) which deals with the administrative aspects of teacher education. In all these areas, sub-committees of the Collegium would act in a general supervisory way and intervene directly only if the system becomes dysfunctional.

The Collegium would also act as an advisory body to the government and as an executive body that sees that the government wishes are carried out as envisaged in broad terms. It would be accountable to the government on a corporate basis. The Collegium would be responsible for college sector planning, control and organisation. This would incorporate setting guidelines and parameters for the overall development of the teacher education sector, including the allocation of financial resources made available by the government. The Collegium would be bound up in the budgeting process, as it would have the information required on the needs of the colleges and the sector. It could also advise on the relative priorities of claims for capital funding by the various colleges.

The Collegium would ensure that there is no unwarranted overlapping and duplication of effort. In any system where decisions may have to be made in favour of one of the member institutions, to the possible detriment of another member institution, a facility must be built in to challenge such a decision, with the right of further appeal to the Minister who is ultimately responsible. It is envisaged that, like NCATE in the USA, the business of the Collegium would be conducted in such a way as to avoid this final channel of appeal ever having to be used.

The Collegium would be charged with realising the twin aims of control and development. Control would be effected via mechanisms such as budget and financial control, organisational structures, institutional accreditation, course validation and teacher educator certification. However, these same mechanisms would be ideal for improving the quality of the system.

9.12.2 STAKEHOLDERS IN TEACHER EDUCATION

A crucial series of interfaces in the collegiate system is that between the Collegium and the government, the other stakeholders in teacher education, such as the teachers, and the individual member colleges. These aspects will be considered below.

9.12.2.1 THE ROLE OF THE GOVERNMENT

The State is responsible for the provision of teacher education. In the collegiate model, the government would be

in overall control, with most of the work being entrusted to the Collegium. The primary responsibility of the State would be to achieve the optimum allocation of resources to accomplish the desired ends. The State would control the level of funding and the mechanisms of financial support. It would also provide a general supervision and would call the Collegium to account for its actions and decisions.

The government would be solely responsible for the backlogs in teacher education as the Collegium would be placed under enormous pressure if it had to decide how to divide its finite financial resources between current needs and correcting past injustices. The Collegium would have a fair knowledge of the backlog needs and priorities, and could advise the government in this regard and make representations to the Minister when necessary.

The question arises why the government is not simply placed completely in charge of teacher education. Problems have arisen in the past all over the world, and especially in South Africa, when institutions of higher learning have been controlled by politicians. Apartheid education administration has had an enormously negative effect on black colleges in particular. The Collegium would be a mechanism for avoiding any legislative intervention in the name of accountability, cost cutting and political expediency.

The Collegium is based on the realisation that colleges within a corporate system have a corporate capacity and

interest. The role of the government is to ensure that the decisions are fair and just. It should avoid, and see that others avoid, political, sectional and egocentric interests. The government would have representatives on the Collegium and its various sub-committees, but the management of the collegiate sector would be predominantly in professional hands. The constituent colleges would have an impetus to make the collegiate system work, so as to avoid the college sector being taken over by government administrators.

9.12.2.2 THE ROLE OF THE MINISTER

The Minister has a crucial role to play in realising the collegiate concept. He would ultimately be responsible and in charge, yet he should hand over as much responsibility to the Collegium as is possible.

The Minister would be responsible for determining the macro policy for the provision of teacher education. He would determine broad general policy with regard to:

- the overall provision and changing priorities in teacher education;
- the financial provision of concurrent and capital costs. The Collegium would advise the Minister of its corporate needs, the Minister would decide on the level of funding, secure the funds and channel them to the Collegium which would disburse them according to the agreed budgetary provisions;

- the basic conditions of service of the teacher educator sector;
- the minimum standards in teacher education;
- macro policy decisions, planning and evaluation;
- control and implementing accountability provisions; and
- the allocation of resources (financial, material and human resources).

In all these areas of concern, the Minister would establish the principles, guidelines and minimum standards; the Collegium would implement these requirements and strive for the highest standards within the parameters laid down by the Minister.

In controlling the collegiate sector, the Minister would be required to consult the Collegium and give reasons if he acts contrary to the recommendations of the Collegium. The Collegium should be enabled to require reasons for the non-acceptance of their proposals. This is similar to the General Teaching Council for Scotland which is permitted to require an explanation from their chief political official if their recommendations are rejected. The Collegium should have access to the Minister to initiate negotiations, to present proposals, to have an input on discussions, and be able to comment on financial matters.

The Collegium would not function effectively in isolation; nor should it attempt to do so. It is fundamental that the Collegium should receive feedback and input from those groupings that have a vested interest in teacher training and are directly affected by it. The main interest and reference groups are:

- the government (Minister, Treasury, and public administrators), would have direct representation on the Collegium. The government would also be represented on the regional bodies and possibly on the individual college councils via ministerial representation, which could be a member of the Collegium;
- the Education Departments, which are the employing authorities; they would be represented on the national, regional and individual college levels;
- the organised teaching profession which represents the teachers and upholds the profession. The teachers' societies would be represented on the individual college councils and senates, and on regional structures. The statutory professional teachers' body would be represented on the Collegium;
- the CUP and CTP would have representation on the Collegium, as well as being represented on the joint body, the Commission of Higher Education.

- the community and the private sector are important constituencies in teacher education. They would be represented on the individual college councils, on the regional bodies and on the Collegium; and
- teacher and student representation is important. They would be involved on sub-committees of the college councils and senates, such as the practice teaching committee, on syllabus committees at a regional level and may be represented on the Collegium sub-committees as required.

With such broad based representation at the central, regional and local levels, the control of education would be balanced and not purely in the hands of the politicians and bureaucrats, as occurs *de facto* to a large extent at the moment. Yet these structures are sufficiently balanced to ensure a responsiveness to public policies. The Collegium should achieve in practice the belief of Niblett (SATC 8:1981:vi) on the educational management relationship:

"...the social contract between the profession, the educational establishments and the State must be recognised for what it is: a partnership in which no single party should be a free agent".

The Collegium has the potential in its conceptualisation to aspire to this ideal.

9.12.2.4 THE ROLE OF THE INDIVIDUAL INSTITUTION

The individual institution would be an integral part of the Collegium system, yet it would retain a fair degree of autonomy and self-government. The individual institution

would be controlled by a college council. An organogram of a South African college's organisational structure is presented in figure 17:

ORGANIGRAM OF THE ORGANISATIONAL AND MANAGEMENT STRUCTURES
OF EDGEWOOD COLLEGE OF EDUCATION

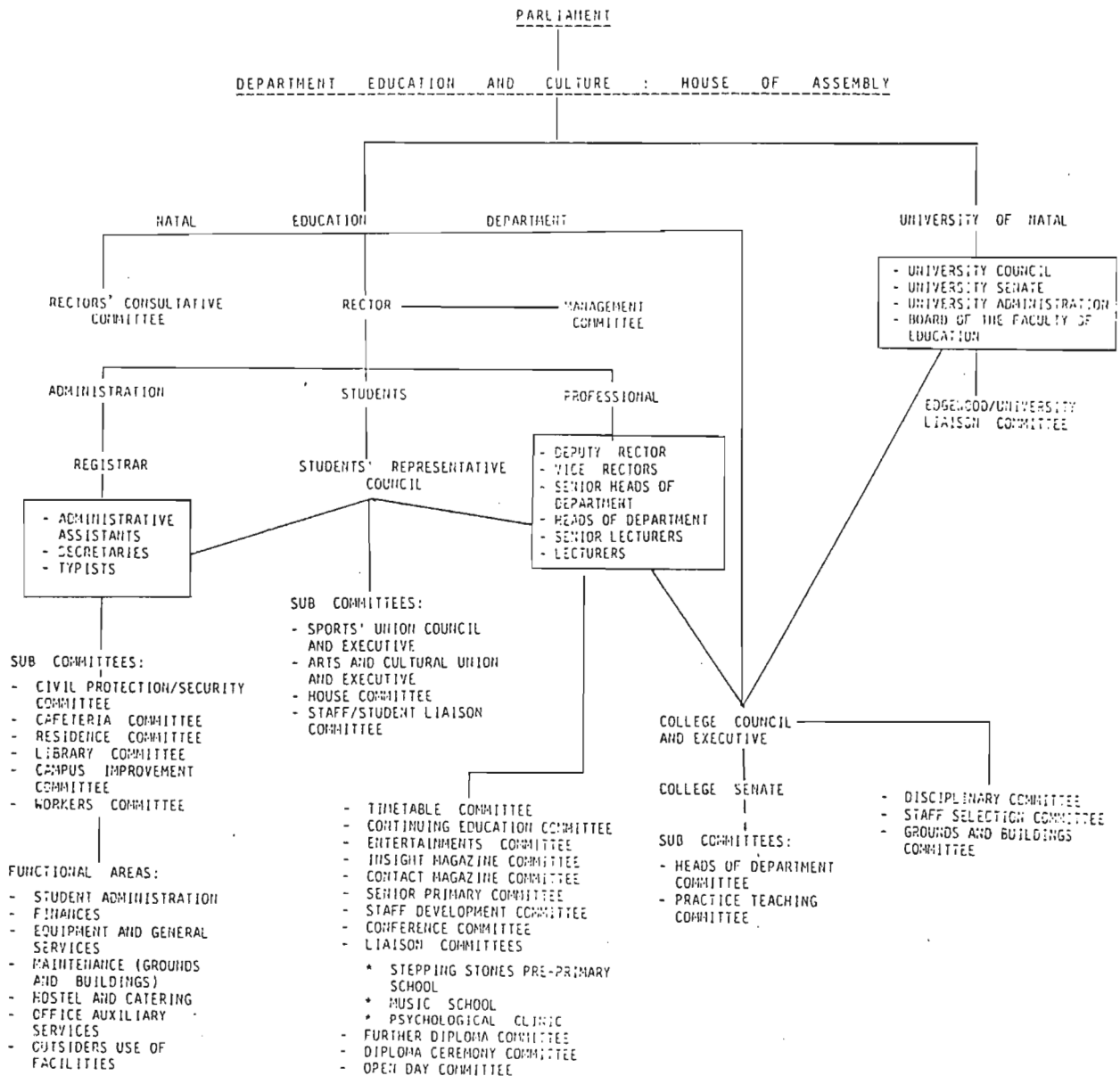


Figure 17 - Organogram of the organisational structure of a college.

The college council would be the primary administrative and control body. It would be responsible for the administration and financial matters of the college. Recurrent expenditure would be controlled by the college council on the basis of budgets agreed upon by the council in liaison with the Collegium.

The college council would consist of representatives of the government, the Collegium, the local Education Department, the organised teaching profession, the college staff and the community, including private sector interests.

The college senate would be the primary academic body falling under the college council. It would be responsible for academic and professional matters, such as curricula, courses, subjects, syllabuses, practice teaching, examinations and the certificating of its students.

The individual college would be endowed with powers of initiative, decision-making and management. It would decide on admissions, subject to quota, and on the allocation of its financial resources. Although each college would be legally independent, and retain full control over its own affairs, it would be bound by its corporality in the collegiate sector. Colleges would be federated in their main aims and general direction and would take their decisions within the framework of the common Collegium aims and the national needs. Thus a college could decide to offer a course in, say, school management, subject to approval through the Collegium channels, but it could not offer a

course in banking management. Its autonomy would be within the circumscribed parameters of teacher education needs and practice.

The simultaneous independence and bondage of colleges appear to be antithetical and these facets will be considered in more detail below.

9.12.3 AUTONOMY AND CORPORATENESS OF COLLEGES

The colleges would be bound in a corporate collegiate arrangement, yet each college would be given the greatest degree of autonomy which is consistent with the corporate aims of collegiate sector.

9.12.3.1 AUTONOMY AND ACADEMIC FREEDOM

A tension exists between autonomy, defined as institutional freedom, and accountability, defined as social control. The Collegium model has been specifically designed to accommodate both of these ideals. As an example, a model of complete academic autonomy would be a privately owned and funded college which was only accountable to its clientele (sponsors). It would do what it wished, irrespective of national and professional needs. Its qualifications might not be recognised and its graduates might not be employable. On the other hand, a college with no autonomy may be managed by bureaucrats, funded by the State, and its courses might be prescribed by political interests. Its examinations, and the marking thereof, would be effected by government personnel external to the college and the profession. This

model would be found in a totalitarian society. The Collegium falls between these two extremes.

The Robbins Committee (1963) in England perceived college autonomy extending to appointing staff, controlling the curriculum and standards and admissions.

The Weaver Committee (1966) in England similarly envisaged college autonomy in curricular, staffing, student selection and admission, and budgeting.

In the collegiate model, institutional autonomy is circumscribed within a framework of choice and responsibility. Academic freedom would be achieved initially on a corporate basis. The Collegium would stand against political and government excesses, because it could keep the individual colleges in the right direction. College academic freedom would be tempered by professional peer review in assessing course validation, institutional accreditation and teacher educator certification and licensure to practice. The curtailment of autonomy would be in line with professional limitations found throughout the developed world.

9.12.3.2 CONSULTATION AND COORDINATION

In the collegiate structures, care must be taken not to elevate accountability and coordination to the level of bureaucratic control. The monitoring of the decentralised structures, processes and activities is required to ensure that there is no diminution of the common aims and

objectives at the national policy level. There is a need for a certain equality of standards in the provision of teacher education at the various institutions, as they are funded by the public and perform an important function on behalf of the public. Limits are required for the sake of efficiency in public spending, for example to ensure that there is no unnecessary duplication of courses, for the sake of quality of provision, for example in an equitable provision of the service by all colleges in the corporate sector, and for the sake of professional aims, such as standards and the comparativeness of the qualifications. With proper consultation and cooperation, such as in external examination moderation, the mutual recognition of courses can be realised.

9.12.3.3 NEGOTIATION AND THE DECISION-MAKING PROCESS

There is a need to make possible real participation, sharing of ideas, negotiation, and decision-making by representatives of all the groups within the collegiate sector. It is necessary to achieve cooperation and agreement on matters of common policy, including a fair and just allocation of resources. For this reason the collegiate structures should accommodate cooperative, democratic mechanisms and processes in order to involve the autonomous institutions in decision-making.

The de Lange Commission (1981) suggested structures to ensure centralised participation, negotiation, organisation,

coordination, control and joint decision-making on matters related to common policy, such as the allocation of resources, curricula, standards, and certification. Equally important in the collegiate system is regional decision-making based on wide representation and achieved via participation, coordination and control.

An important aspect of autonomy and corporateness is the balance between centralisation and decentralisation.

9.12.4 CENTRALISATION AND DECENTRALISATION ISSUES

The collegiate system is an example of a mixed system, a national system which is locally administered. The aim is a balance between centralised control and decentralised initiative. This aim is achieved in a coordinated system which is planned and controlled from the centre in order to take account of all the institutions, yet a value is placed upon the freedom of the institutions within the system. The advantage of the collegiate system is that the individual institutions form a part of the central process and have a direct input to the national deliberations. The result is that the decentralised initiatives are inspired by common principles, yet an allowance is made for the free development of institutions within the system.

The principle involved is that individual initiative is not incompatible with a 'system' and an 'ordered' arrangement. The central initiative ensures that the individual effort does not result in mutual frustration. Such a system ensures a balance between the need for national funding, planning

and coordination and the need for local flexibility and innovation. Such decentralisation would allow for the diversity in culture, religion and language which is central to the needs of the diverse South African population. At the same time the collegiate system would prevent fragmented and segmented decision-making in matters of broad policy which has occurred in the apartheid dispensation.

The value of centralised planning is that it ensures greater efficiency, a more economical use of resources and a more equitable service. Reforms in the system are easier to implement from the top. The central organisation and administration results in economies of scale and effectiveness. Central concerns would revolve around matters in the national interest, resource development, overall priority planning, complementarity of institutional functioning, issues of merit and quality, and coordination aimed at long term planning for the collegiate sector.

The participation of the regional and local structures in the Collegium model means that local needs and interests can be accommodated and acted upon, thereby avoiding the excesses of a central bureaucracy. It is envisaged that the regions would not coincide with the current provincial parameters. There would probably be about a dozen regions in South Africa in order to realise the goals of the collegiate model. The region would not smother the local initiative, but would accord the greatest possible autonomy to the individual institution. The region would act as the mediating level between the central and local aspirations,

via a system of consultative bodies representative of all the colleges and with representation on the Collegium. The regional body would act as an administrative coordinator and not as a policy-making body. It would coordinate central policy and administer the financial provisions, including the auditing of expenditure and providing accountability reports to the Collegium.

9.12.5 MANAGEMENT PARAMETERS

Management capabilities are central to the success of the collegiate model. The Collegium would be required to address the need to develop the knowledge, skills and attitudes of the college and regional managers. By holding in-service courses in educational management the Collegium would promote a greater accountability and efficiency in the collegiate structures via an enhanced self-regulation capacity.

Management efficiency and effectiveness would also be realised in the process of institutional assessment for accreditation purposes. During this periodic assessment, reviews would be made of the goals of the college management, as established by the particular college itself, the organisational arrangements in the college and their effectiveness, and the managerial efficiency and effectiveness of the college management.

The Robbins Committee (1963) in England held that the constraint on progress in the colleges was attributable to the poor quality of staff at colleges. The merit of an

educational institution depends, according to Robbins, on the quality of those who teach and those who learn in the colleges. The collegiate system is also predicated on the belief that the quality of management cannot be excluded from the equation. The professional/administrative interface is central to the management aspects of the collegiate model.

Let us consider some of the models which have been proposed and which have been used as templates for the collegiate model.

9.12.6 MODELS OF COLLEGIALITY

The collegiate model has parallels in other theoretical and practical perspectives in the South African experience.

9.12.6.1 UTAC ADVISORY BODY

The UTAC advisory body is designed to achieve a close cooperative working relationship between universities and technikons. It aims to avoid conflict between institutions, to derive common policy and to rationalise resources by promoting the optimum use of facilities. These aims are accomplished by facilitating planning, policy advising, creating organisational structures in which institutions can be integrated, making resources available and introducing control measures. This description of UTAC is closely aligned with the intention behind the collegiate model.

The de Lange vision was of a single Ministry controlling a unitary Education Department, which was not an extension of a monolithic bureaucratic authority. A common national education policy would be derived from shared decision-making, consultation, participation and negotiation.

De Lange was in favour of a system with a firm national policy and with active consultation and coordinating mechanisms. He proposed a bottom-up approach with the individual institution as the unit of management. The greatest degree of autonomy should be given to the individual institution that is consistent with accountability for education and the public expenditure on it. The autonomy should be tempered with the need for coordination to prevent unnecessary duplication and any tendency to fragmented and segmented decision-making.

De Lange proposed a Permanent Committee for Tertiary Education to coordinate tertiary education, which would consist of three separate constituent parts for universities, technikons and colleges respectively.

A central concern was for a system that would promote the possibility of equal education opportunities and the establishment of facilities of equal quality.

The de Lange proposals would accord in essence with the collegiate proposals.

THE JAMES COMMITTEE PROPOSALS (1973:
ENGLAND)

James envisaged a system with a central national council and regional councils, which would deal with the academic and professional matters relating to teacher education and training, yet the individual colleges would retain a measure of independence. The national body would be able to award teaching/education degrees up to the masters level. The national and regional bodies would be responsible for the recognition of all professional teaching qualifications, although the individual colleges would control their own examinations.

It was further envisaged that the government would, in consultation, decide on the total level of resources for the college sector. The national level body would then allocate the funds to the regional levels, which would allocate the resources, allowing for a fair degree of responsibility, to the individual college, which would be enabled to have an input in such matters.

9.12.7 PRESENT PROBLEMS AND FUTURE NEEDS

The organisational structures proposed in any model must be able to address current problems and future needs in the provision of teacher education.

PROBLEMS WITH THE CURRENT SYSTEM OF
TEACHER EDUCATION

The de Lange Commission report criticised a number of aspects of the current educational dispensation in South Africa. These factors have been taken into account in deriving the collegiate proposals.

- the consultative mechanisms are inadequate - the collegiate model is based on a integrated consultative pattern;
- no body has been specifically established to bring about coordination at a national level with regard to all the sub-systems - the Collegium is part of such a system;
- no body is responsible for ongoing planning at the level of determination of overall policy - the Collegium is such a body in the teacher education sector;
- there is a high degree of centralisation in determining policy. For example, financial decisions are made centrally and outside of the education system itself with little devolution of authority in terms of decision-making. The Collegium involves a real devolution of power, coupled with wide consultation on policy decisions, and financial decisions would be made in close consultation with the collegiate sector;
- the control and management of tertiary education requires rationalisation - the Collegium is a model based on a true rationalisation of public resources, and not a mere

closure of colleges in the name of rationalisation as has been occurring in South Africa of late;

- the autonomy and individual character of institutions ought to be emphasised - the collegiate model allows for local option and institutional autonomy;
- more effective coordinated management is required *vis-a-vis* the utilisation of scarce resources - this need has been explicitly addressed in the collegiate model;
- the current practices of certification are not satisfactory - the collegiate model meets such a need *via* its corporate approach to accreditation of institutions and validation of courses; and
- the mobility and transfer of students between institutions requires attention - this aspect would be addressed within the collegiate system.

It is readily apparent that the collegiate system would overcome the perceived deficiencies of the current dispensation in teacher education.

9.13 STANDARDS IN EDUCATION

The provision of teacher education is a fundamental national endeavour. A country can progress or falter depending on the nature and standards of its teacher education. It is therefore in the national interest to ensure a quality service and product in teacher education. If teacher education in South Africa is going to fall predominantly

under the teacher education profession, the standards must be assured for the sake of the public and the State. The Collegium has been designed with this in mind.

9.13.1 ACCREDITATION, VALIDATION AND CERTIFICATION IN TEACHER EDUCATION PROVISION

The terms accreditation, validation and certification are related. They refer to variations on the theme of academic quality control in higher education. This control is exercised over the courses, the lecturers and the institutions themselves.

9.13.2 VALIDATION OF COURSES

The collegiate structure is predicated upon the corporate development of professional standards. The collegiate sector would be entrusted with controlling academic standards and guaranteeing the professional standards of teacher training.

Validation is a procedure whereby the suitability of a course is established in respect of its content, academic standard and teaching resources. A course assessment would occur when a course is proposed. The corporate resources of the collegiate sector would be harnessed to evaluate a course proposal along the lines of the CNAA in Britain. In the process of evaluation, experience would be shared. Another advantage of this process is that the college proposing the course would be required to consider their proposal very carefully, before it is scrutinised by teacher educator colleagues. The process would need to be one of

give and take, allowing for differences, yet ensuring certain standards. Care would have to be taken that no sector is entrenched in deciding solely what is 'desirable'. The problem could exist that a group tries to lay down exclusive standards or criteria. The Collegium would have to monitor this aspect very carefully. However the collegiate proposal is considered vastly superior to the laying down of curricula by bureaucrats, which is widespread in the current structures.

Validation is not a one-off event. The Collegium would continue to monitor academic and professional standards as part of its quality control operation. This would be accomplished via peer review and visitation of colleges. An index of the standards and performance in a college would also be derived from an ongoing assessment of the annual reports by the external examiners at that college.

9.13.2.1 PEER REVIEW

Whether assessing a lecturer for certification as a teacher educator, a course for validation, or an institution for accreditation, the assessment would be conducted by teacher educators on the basis of criteria derived by teacher educators. This is the essence of peer review.

The process of peer review is not one of management hierarchies however. In rare cases the Collegium may well step in and control a course/institution if the quality of service is unacceptable. In the vast majority of cases the peer review will be professionally accomplished. By this is

meant that there will be partnership in validation, conducted by colleagues who are personally disinterested in the outcome; their only concern will be to assist in the provision of a quality teacher education service. Their responsibility would be to their colleagues and the teacher education profession. The college concerned would have a say in the persons chosen to conduct the assessment. Naturally any person associated with the college concerned, or with a vested interest in the outcome, would be recused from the assessment process.

Historically colleges have suffered from paternalism in the form of politicians, universities and bureaucrats. The collegiate proposals are based on an equality of esteem. It is merely an extension of the external examiner system in that it consists of a peer review rather than a superior review. The basic premise is one of cooperation, rather than competition or destructive control. Peer review would entail a dialoguing process which would promote the maintenance of standards in partnership.

The collegiate validation system would be similar to the CNAA concept in Britain which may be described as:

"...a nationally organised system of review by peers external to their own college in order to establish course validation, whilst retaining their status as of self governing academic communities" (CNAA brochure).

In the CNAA, the colleges themselves fully participate in establishing standards and achieving academic progress.

The requirements of validators appointed to peer review panels would need to be carefully defined by the collegiate sector in order to avoid sector political appointments and pressures. The persons responsible for accreditation/validation assessments would be appointed on an *ad hoc* basis and would generally include persons removed from the everyday management and processes of the Collegium. This would ensure that the Collegium does not adopt a *de facto* imperialism over courses and institutions, as variations in such matters should be encouraged where appropriate.

Course assessment criteria would be derived within the collegiate sector, but would include matters such as the course structure, course content, methods of assessment of the course, the adequacy of the college facilities in offering the course and the adequacy and expertise of the staffing complement to offer the course. The CNAA principles for the validation process would have currency for the Collegium as well:

- a respect for institutional integrity, autonomy and independence;
- a concern for documentary evidence and statement;
- a reliance on visitation and discussion;
- a dependence on corporate wisdom; and
- a breadth of concern for the overall works of the institution.

As with the CNAA, visitation of colleges would be involved in the peer review process. Such peer review would incorporate facets such as the standards of courses, as well as the processes of teaching, learning and course assessment.

A committee entrusted with visitation and appraisal would establish the evidence according to generally agreed criteria and guidelines, and recommend any changes as they deem fit. Appeals would be permitted to an appeals committee consisting of persons of courage and integrity outside the collegiate sector. Colleges would be able to present information to this committee. Such an appeals committee would make recommendations to the Minister and the Collegium for their consideration and a review of any decisions made.

9.13.2.2 COLLEGE VISITATION

Institutional accreditation and course validation would entail regular monitoring, plus a periodic review in depth. The aim of college visitation is not to be confrontational, except perhaps in instances of gross mismanagement or criminal occurrences, such as the fraudulent use of funds. A college visit would rather be an opportunity to discuss progress and problems. It would be an opportunity for mutual exploration in the interests of the college concerned and the collegiate sector as a whole.

The concern of visitation would be inclusive. Not only would courses be considered *per se*, but the wider and related issue of institutional performance would be assessed. As

value for money implies the optimum use of resources, such as money, facilities and staff, to realise the best quality product, course, and trained teacher possible, these aspects would be considered as well. The outcome of peer review and institutional visitation would be the recognition of an institution as an accredited college of the Collegium.

9.13.2.3 CRITERIA OF QUALITY ASSESSMENT

The selection of appropriate criteria for assessing the quality of lecturers, courses or institutions would need to be drawn up initially, and reviewed from time to time, by the colleges themselves. Every college should have an input of some sort, as every college is deeply implicated in the corporate affairs of the college sector, and the process of deriving a suitable set of criteria is, in itself, part of the quality control process.

To address such issues is to become sensitised to the needs of the sector. This would be valuable when a college needs to articulate the requirements of its own courses for evaluation. Although colleges would be able to tap the corporate wisdom and experience of the corporate sector, colleges would ultimately rely on their own procedures for course development. The twin aims of institutional autonomy and local option would need to be married in a system of debated and shared collegiate values.

Standards are a central concern of all institutions of higher education in terms of an assurance that programmes of high quality are being offered. In the collegiate sector the concern would be for national minimum standards, reflected in regional and institutional variations, and higher standards for degreeworthy courses. This common set of standards would be derived cooperatively.

Standards imply a process whereby confidence is established in the processes of judging courses. This cannot be established by an outside body or authority as standardisation is an integral and inclusive process within a sector.

Current structures whereby college syllabuses are imposed on colleges and where examinations are set and marked externally, undermines the whole fabric of standards. The person who lectures a course needs to be integrally involved in the establishment of that course, as well as setting and marking the examining of the course, otherwise the disjunction undermines the very aim it was hoped to accomplish, namely high standards. If a lecturer is not involved in deriving a curriculum, he will not identify fully with the course. If others set and mark the examinations, it undermines the confidence and professionalism of that lecturer. The result is that the standard of the course is subverted. If a lecturer is weak, it doesn't help to take matters out of his hands; rather

that lecturer must remain in charge and must be assisted and developed as a lecturer to reach the required standard of skill and expertise. The collegiate model would accomplish this *par excellence*.

Self evaluation is an important guarantee of academic vitality, especially in a collective process of peer review where lecturers can benefit from contact with one another. No externally imposed notions of performance or purpose can achieve this end. The Robbins Committee (1963) held that colleges should establish and maintain their own standards of competence, without referring to any central authority.

The collegiate model achieves a national system of self referral, with the absolute minimum of externally imposed standards, apart from the needs and requirements arising out of desirable consultation with the various stakeholders. In the process of deriving and meeting these self imposed standards, a natural stimulation for improvement would result. In South African terms, the *Criteria* derived by the Committee of Heads of Education would be superseded by a collegiate process, with proper consultation mechanisms with the Education Departments, teachers, the professional organisations and other interested bodies.

9.13.2.5 CERTIFICATION OF TEACHER EDUCATORS

Another facet of institutional and course excellence is the calibre of the teaching staff. Teacher educators would develop within the consultation and assessment mechanisms

and structures, which are so central to the collegiate concept. In fact, validation and monitoring processes are a form of staff development.

At another level, the Collegium is charged with developing the staff at the colleges explicitly and proactively. This may be accomplished by offering formal qualifications for teacher educators, by arranging short courses and in-service training and an induction programme for novice teacher educators.

The Collegium would also be involved in negotiations on the formal qualifications and experience, as well as some idea of the personal qualities, required to be appointed as a teacher educator. A Collegium representative may be present when applicants are interviewed for a post. The aim is not to be prescriptive, or to control appointments, but to advise and guide when requested to do so, and to ensure fair play. In this way, political appointments and instances of nepotism would be avoided. It is possible that the college sector may decide to establish a formal system of teacher educator certification or licensure to practice.

Another facet in the optimal utilisation of staff, which would be in the hands of the Collegium, would be the provision of the wherewithal to do a professional job of work. Indices such as a well stocked library, sufficient support staff and other resources that permit a lecturer to function fully, would be the responsibility of the individual college and the Collegium. For example, a course

would not be validated if sufficient teaching resources were not available.

9.13.2.6 PROCESS VERSUS PRODUCT IN ACCREDITATION AND VALIDATION MECHANISMS

In the mechanisms of accreditation and validation, which are central to realising the collegiate model aims, the processes are considered to be as significant and valuable as the final decisions taken. Charges that the validation would tend to be honorific rather than regulatory would not invalidate the collegiate proposals. The external examiner system at universities may be considered honorific by some, but it serves a sound purpose; if it were to fall away, an important mechanism would be lost. The value of the processes of validation and accreditation being proposed is that individual colleges and the collegiate sector will have to critically examine their assumptions and objectives, and this is a worthwhile process in itself. It creates a climate of self appraisal and evaluation. It also informally stresses the responsibility for establishing commonality and consensus on a broad basis.

9.14 INSTITUTIONAL AUTONOMY

The collegiate model is designed around the principle of institutional autonomy within professionally prescribed limits. The limits are set on the basis that there will be control in teacher education, and professional control is preferred to government control. However, the aim of such control is not to be an enforcement of uniformity, nor a

suppression of innovation and local option. In fact the validation processes described above are perceived to be a means of developing professional and institutional self confidence. They allow the colleges to attain their real purpose and character based on a collaborative and critical dialogue. This is the essence of professionalism and the antithesis of values being imposed from outside the collegiate sector, which has bedevilled colleges in South Africa and elsewhere in the world.

What then is envisaged by collegiate institutional autonomy? The colleges in the collegiate system would be expected to develop their own concepts of meaning and standards, to define and interpret their own aims, both at a corporate level and at the level of the individual institution. The intention is to accommodate institutional divergencies, but not inferior standards. The aim is not conformity, but the development of the collegiate sector. It is not intended to stifle imagination and discourage innovation. The collegiate sector would be supportive and offer guidance without being prescriptive, providing that a reasonable service was being provided to the students, and hence to the teaching profession and society. Rather than superficial conformity and consensus, the goal would be one of a shared responsibility and an awareness of the need for development. A powerful sanctioning and mandating mechanism is contraindicated. The need is for the colleges to develop relevant courses, based on perceived or articulated local

needs, which are flexible enough to respond to changing circumstances.

The corporate efforts would in fact enable colleges to develop and experiment within the predetermined limitations of their essential functions, providing scope for institutional initiative. The Weaver Committee (1966) in England felt that colleges should be able to take as many decisions as possible, or at least be party to decisions which affected them, as this would have a significant bearing on the quality of their academic and corporate life. The Collegium would secure the advantages of coordination, while preserving the advantages of liberty. It would balance the freedom to decide and act, within the national needs and the economic use of public resources.

If the college sector is to realise the above aims, it must be organised on a corporate structure basis, and it must be empowered to make final decisions on matters of policy. It must be able to control its own financial and administrative affairs to a significant extent.

While there is a need to build in the greatest degree of autonomy and independence possible, the collegiate structure proposed requires a close working relationship with the government authorities, as well as close contact with the other stakeholders in teacher education. The autonomy envisaged is not exclusive or unilateral in nature. There are, on the other hand, distinct advantages for colleges not having to offer courses controlled by universities and

Education Departments, which have different agendas and different visions of excellence.

9.15 CORPORATENESS IN THE COLLEGIATE SECTOR

In tandem with the idea of institutional autonomy, the collegiate model is built upon a corporate vision. The essence of the collegiate concept is the principle of the collegiate community conferring credentials on its member institutions. Colleges would legitimate each other according to criteria derived by the college sector itself. A consensus of excellence would be established both externally and internally vis-a-vis the collegiate sector. Colleges would develop from shared corporate experiences, integrated on a national basis, with strong regional structures.

The advantage of such a national and articulated structure would be felt in establishing course accreditation, addressing issues of student transferability and in articulating pre-service training with in-service training.

9.16 MANAGEMENT AND STANDARDS

In order to ensure sound standards of teacher education, an important index is the calibre of the college leadership and their management skills. This is a related area which should be addressed by the Collegium. There is a need for an ongoing internal review of structures and processes as they impact on the efficacy of the teacher training efforts at the college. Similarly, such matters should be specifically addressed at the time of course validations and course

reviews, and on the occasion of college visitation. Sectorial norms should be derived and the finances should be provided to ensure the optimum management skills.

9.17 FURTHER ADVANTAGES OF THE COLLEGIATE SYSTEM

The Collegium would represent a natural resource for information and intelligence on curriculum development, course design, learning strategies and student assessment. Syllabuses and courses could be published and sent to all the colleges for comment. This form of networking would provide an exchange of ideas and an opportunity to develop the thinking and awareness of the teacher educators.

One of the problems in colleges in South Africa is the disparity of standards. The Collegium would be able to address these differentials, not only in terms of providing corporate expertise and peer assistance when required, but it would have the power and opportunity to address the underlying causes, such as funding and staffing inequalities for example. In a period of rapid change, with colleges at different stages of development, with a differential system of awards, with a variety of curricula and enormous public demands and expectations, the need is great for a coordinated national collegiate system run by experts, with the authority to implement a system of upgrading.

In summary, the Collegium would be able to accomplish the following:

- maintain and enhance the standard of the awards conferred;
- encourage the development of colleges as strong, cohesive and self critical communities;
- allow colleges to carry the maximum possible responsibility for their own academic standards, thereby maintaining and advancing the standards in the collegiate sector;
- ensure that the colleges' internal arrangements for the monitoring and reviewing of courses and academic standards are satisfactory;
- it would have the responsibility for promoting and disseminating good practice in teacher education, as it would be a national centre for the exchange of ideas on the developments in teaching, learning and assessment; to realise these ends it would promote debate and interaction and then collect, collate and disseminate the information;
- it would assist institutions in course validation;
- it would establish and maintain a system of peer review (external examiners); and,
- it would deal with any complaints and appeals by investigating and resolving such matters.

The de Lange Commission isolated a number of specific priorities in teacher education which the Collegium model addresses. Sub-standard existing facilities would be

consciously improved, backlogs would be addressed and minimum national norms would be established for the physical facilities of the colleges. A sufficient number of well educated teachers would be produced, because of the system needs being rationally addressed, and continuing in-service training requirements would be provided for on a national and an individual basis. Academic, professional and experiential requirements for teacher educators would be addressed by the sector and lecturer development would be a priority of the Collegium. Similarly, the evaluation of teacher qualifications would be coordinated at a national level and the certificates awarded would be standardised.

The collegiate model would also meet the centralised national management needs envisaged by Lyons (1970:56). The Collegium, as the national management body, would:

- involve senior staff of the Ministry;
- be competent and empowered to take an overview of all the related aspects of teacher education;
- take an active part in the policy-making and decision-making processes;
- be less likely to be carried away by political expediency;
- be less subject to public criticism as the Collegium would have official and professional status, and a greater authority to counter criticism;

- represent a combination of planning and implementation functions and would wield administrative authority;
- have an enhanced capacity to assess relevant data;
- be democratic in structure and procedure; and
- represent a greater opportunity for consultation, compromise, change, innovation and flexibility.

Race would not feature in the structuring or provision of teacher education. A single Ministry would ensure justice in educational opportunities. Central control would be balanced by decentralisation, with devolved powers and responsibilities, underscored by a shared responsibility, all of which would provide natural checks and balances in the system.

9.18 POTENTIAL PROBLEMS IN REALISING THE COLLEGIATE IDEAL

The collegiate ideal could fail on two grounds and these potential problems need to be kept in mind:

- the Collegium could be co-opted by the government politicians or bureaucrats and fail to realise its professional administration potential; or
- the colleges could fail to work together effectively, with personalities, or college politics, undermining the corporate efforts.

The Collegium should, for these reasons, avoid political, sectional and egocentric issues impeding its administrative potential.

9.19 SUMMARY

The collegiate model has been presented in the light of the previous chapters. Thereafter the model was appraised in relation to issues and perspectives raised in the previous chapters.