



# **ELRC Education Indaba 2018: Abridged Report**

The Capital Hotel, Pretoria

28 - 29 August 2018

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# 1. Overview of the 2018 Education Indaba

## “New normal of labour peace”

The 2018 ELRC Education Indaba was the second national gathering of parties to the ELRC, being Teacher Unions and the Department of Basic Education. In 2017, the Indaba commissions tasked the ELRC to assist the sector in addressing two critical issues that affect labour peace and, ultimately, the quality of education delivery: Post Provisioning Norms and the Universalisation of Grade R.

The inaugural Indaba provided a birds-eye view of the sector and honed in on issues of PPN, the Universalisation of Grade R, and Curriculum. The 2018 Indaba not only underscored the work conducted by the PPN and Grade R work streams over the past year, but the Indaba served as an essential platform for collective understanding and accountability.

### **The objectives of the 2018 Education Indaba were to:**

- **Build** on the 2017 Education Indaba and track the progress made to address challenges related to PPN and the Universalisation of Grade R;
- **Strengthen** existing action plans in order to address new issues and advance the efforts of the ELRC work streams; and
- **Continue** to address the short and long-term challenges confronting the public education sector by identifying and prioritising concrete issues.

Through the monthly work stream meetings, as well as the 2018 Indaba presentations, question/answer sessions and commission discussions, the ELRC effectively demonstrated how stakeholders of varying perspectives and needs can negotiate, critique, and deliberate complex issues in a constructive and productive manner.

Given the 2018 Indaba attendance and input of other government departments such as DHET and non-profit organisations such as Save the Children South Africa, the ELRC continues to establish critical networks for education and labour. These relationships highlight the fact that quality teaching and learning in our country extends beyond Labour and the Employer and requires government departments, civil society organisations and other sectors to acknowledge their role in the education ecosystem.

### **The 2018 ELRC Education Indaba participants resolved that:**

1. Under the stewardship of the ELRC, the PPN and ECD/Grade R work streams continue with the work and execute the tasks emanating from the 2017 Education Indaba;
2. The work streams reconvene by the end of September 2019 to deliberate on the work as recommended by the commissions and provide the sector with their immediate, medium and long-term work plans; and
3. The ELRC will report work stream progress at the reconvened Indaba in 2019.

## 2. Key Priorities for the Sector – 2018/19

Mr HM Mveli, Director-General, Department of Basic Education

The Director-General of the DBE, Mr Mveli, delivered a comprehensive presentation of the key priorities over the 2018-2019 MTSF and provided progress on key education programmes. **Annexure A** presents the DG's complete presentation and the ELRC acknowledges the breadth of work conducted by the employer. For the purpose of this abridged document, however, this section will report on issues relating to PPN and the Universalisation of Grade R.

### 2.1. Key Priorities for the 2018-2019 MTEF

- Improved quality of teaching and learning through development, supply and effective utilisation of teachers;
- Improved quality of teaching and learning through provision of adequate, quality infrastructure and Learning and Teaching Support Materials (LTSM);
- Improving assessment for learning to ensure quality and efficiency in academic achievement;
- Expanded access to Early Childhood Development (ECD) and improvement of the quality of Grade R, with support for pre-Grade R provision;
- Strengthening accountability and improving management at the school, community and district level; and
- Partnerships for education reform and improved quality.

### 2.2. DBE perspectives relating to PPN and the Universalisation of Grade R

#### 2.2.1. Post Provisioning Norms

The DBE presentation did not explicitly speak to Post Provisioning Norms. However, the DG shared the state of Education finances and described the impact and implications of limited financial resources on the sector.

Figure 1 provides an overview of issues related to equitable shares, teacher demographics, decrease of education share in provincial spending, and slow growth of provincial budgets. These variables all contribute to the declining purchasing power of PEDs. The declining purchasing power, coupled with demographic pressures, compounds the challenges of delivering quality education and stifles learner performance. Despite the dismal outlook of financial resources, the DG noted that improvements will continue in the education sector and that education stakeholders must find ways of radicalising and addressing challenges through innovations.

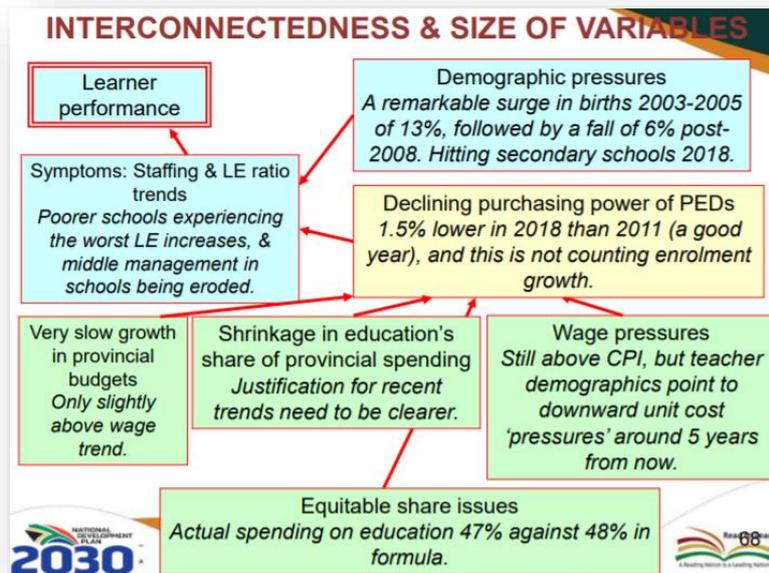


Figure 1. The interconnectedness and size of variables related to the sector’s finances

**2.2.2. ECD/Universalisation of Grade R**

Figure 2 provides insights in progress made towards the universalisation of Grade R Early Childhood Development is a critical component of the National Development Plan and Grade R is the strongest element of preschool learning and support. Given the importance of ECD, the DBE continues to work at affording education access and quality to all children from birth to four years old. The DG presented statistics related to children from birth to four years old such as, care arrangements, types of stimulation provided to children birth-4yrs, staff numbers in ECD centres (2013/14), and number of ECD practitioners in the system.

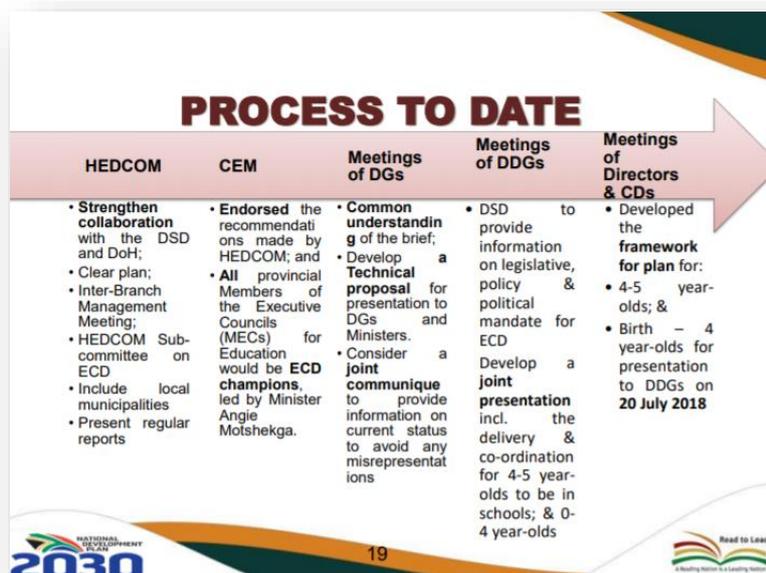


Figure 2. DBE progress in ECD

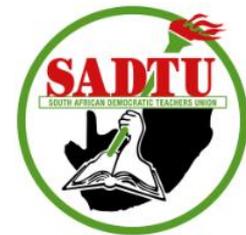
# 3. Key Priorities for 2018/19

Mr Mugwena Maluleke, General Secretary, South African Democratic Teachers' Union

Mr Chris Klopper, Chief Executive Officer, Suid-Afrikaanse Onderwys Unie

## 3.1. SADTU

The General Secretary, Mr Maluleke, presented a number of pressing issues reflected in the organisation's Executive Statement (Annexure B). In particular, the challenge of the rise in Edupreneurs and Edubusiness and their view of educators as "tools to be overloaded and deprofessionalised." These perspectives of education as a profit-making venture are predatory in the sense that these businesses capitalise on the lack of training and resourcing in the sector.



Furthermore, SADTU highlighted the persistent dismal picture of basic education painted by organisations such as the WDR, the World Economic Forum, the International Monetary Fund and the Organisation for Economic Co-operation and Development. While low economic growth and unemployment is the result of our unequal society, most of these global organisations blame teachers and basic education.

In addition to the aforementioned challenges, SADTU noted key priorities for the sector to address:

- **Fund** and develop mother tongue
- **Fund** Professional Teacher Development
- **Formalize** the working conditions of ECD teachers and practitioners
  - Address qualifications and salaries
  - Provide benefits like all teachers
  - Afford professional decision-making for curriculum implementation
  - Engage in total transformation of school infrastructure
  - Provide safety for the teachers and children
  - Appoint teachers permanently
  - Ensure the appointment of teaching assistants and support services
- **Enrich**, rather than standardize, the curriculum; **create** flexibility in order to build the necessary skills required to participate in the 4<sup>th</sup> Industrial Revolution
- **Focus** on Mathematics and LOLT; **ensure** mathematics is maintained and strengthened in the curriculum
- **Appoint** support staff in all schools; **ensure** that staff enjoy promotion
- **Review** collective agreements regarding recruitment and promotion; **align** agreements to respond to 21<sup>st</sup> century needs
- **Oppose** rural education; **equip** all learners with communication and mathematical skills.

## 3.2. CTU-ATU

The CTU-ATU represents the Health and Other Service Personnel Trade Union of Southern Africa, National Professional Teachers Organisation of South Africa, National Teachers Union, Professional Educators Union, Public Servants Association, and Suid-Afrikaanse Onderwys Unie.



The CTU-ATU presentation raised a number of priority matters that require attention (Annexure C). For the purposes of this report, selected issues are expanded:

- Complete of MTEF consultations timeously
- **Post distribution model**
  - Unions are fully aware that post distribution is linked to funding. However, NEPA and PAM requires implementation discipline and concurrence with national norms. Currently, there are serious deviations between provinces whereby educators and schools receive the “raw deal” in the majority of the PEDs.
- **Temporary Educators**
  - The appointment of temporary educators is a persistent problem, but there have been some improvements in 2018. If the sector works on the principle of “No classroom without a teacher”, education requires proper planning for end of 2018, as well as an expedited process to finalise draft collective agreement.
- BELA / Collective Agreement in Vacant Promotion Posts
- Collective bargaining: emergence of new unions
- **IQMS/ Salary Progression 2018**
  - Educators were entitled to salary increases with effect from July 2018. In 2018, the increases were targeted for 1% + 0.3%, and in 2019: 1.3% + 0.2%. While PEDs were required to freeze these increases, Limpopo granted their employees 1% in July 2018. There is an urgent need to confirm and finalise salary progression targets and timelines.
- Assessment and Chapter 4 of CAPS
- TUC Project

# 4. Post Provisioning Norms Work Stream Presentation

Presenter: Mr Peter Present, PPN work stream facilitator

Panelists: Mr Salie Faker (DBE), Mr Mompoti Jones Galorale (SADTU) and Mr Cecil Scorgie (NAPTOSA)

The PPN work stream presentation provided a brief overview of PPN research, provincial challenges and a recap of the 2017 Education Indaba mandates. The PPN work stream developed a draft timeline and identified associated tasks to finalise the new/amended PPN policy. The work stream proposes to work towards an operational and fully implemented policy by 2022. However, the ideal date of 2022 presupposes a number of factors such as buy-in, collaborative and concerted efforts, and a shared sense of urgency amongst critical stakeholders to perform the necessary activities in the upcoming years.

The work stream strongly expressed that the PPN framework presented was 'work in progress' and that no new policy decisions have been made.

Figure 3 notes the topics of the PPN presentation, but the primary focus of the presentation was introducing the concept of an Ideal Establishment and then obtaining agreement on the Principles of a PPN Model.

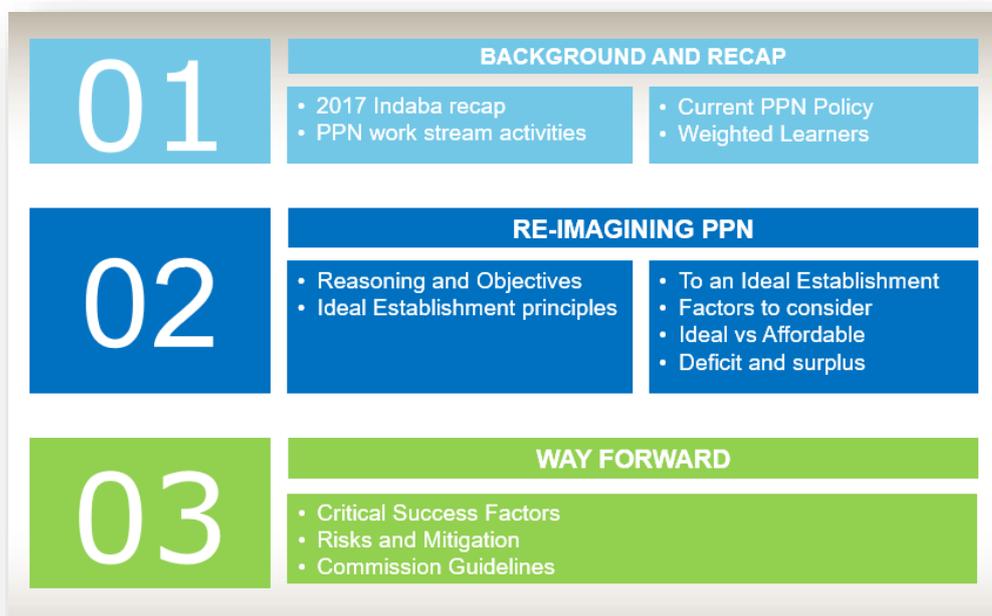


Figure 3. Overview of the PPN presentation

## 4.1. Essential principles of a PPN model

The work stream presenter and panelists expressed the complexities in deriving a robust and sound PPN model. Agreeing upon the principles, as opposed to the actual calculations or the complexities of the variables, would guide the work stream to develop and test models against principles or tenets of what a PPN model should achieve.

Figure 4. Essential principles of a PPN model states the 12 key principles and then applies a colour scheme to suggest whether the current PPN model addresses the principle. For example, green denotes alignment to the current model, while yellow and amber represent partial alignment, and red suggests no alignment.

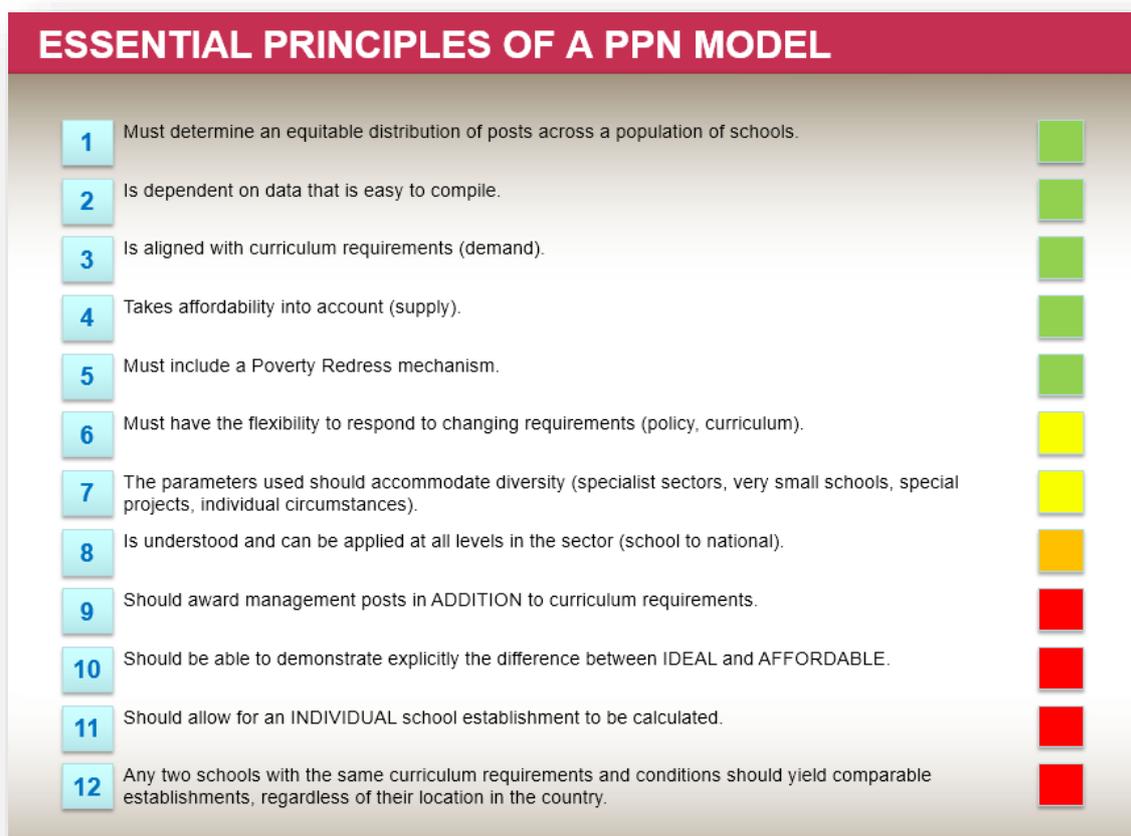


Figure 4. Essential principles of a PPN mode

## 4.2. Comparison of the current and proposed PPN model

The work stream introduced the concept of an Ideal Establishment, as opposed to the sole application of the Weighted Learner<sup>1</sup>. The Ideal Establishment is defined as, “The minimum establishment required to ensure effective curriculum delivery. This establishment accounts for school and social environment factors.”

Figure 5 provides a high-level comparison of key factors embedded in the current and proposed PPN models.

CURRENT AND PROPOSED MODELS COMPARED		
	CURRENT	PROPOSED
<b>Data Needed</b>	Master list, Provincial Quintile, Grade Enrolment, Subject Enrolment, Additional Posts.	Master list, National Quintile, Grade Enrolment, Subject Enrolment, National Promotion Posts Table, Additional Posts.
<b>Parameters</b>	Max Class Size, Ideal Class Size, Teaching Time per Week, Period Load, Funding Level, Promotion Factor.	Ideal Class Size, Teaching Time per Week, Period Load, Funding Level, Promotion Factor.
<b>Core Concept</b>	Grade Weight Subject Weight	Grade Post Ratio Subject Post Ratio
<b>Formula</b>	Grade Weight Subject Weight	Grade Post Ratio
<b>Method</b>	Learners * Grade Weight = Weighted Learners	Learners / Post Ratio = Curriculum Posts
<b>Management</b>	Constant value, Grades, LOLTs measured in terms of Number of weighted learners.	Measured in terms of POSTS needed, and ADDED to curriculum posts.
<b>Poverty</b>	5% of affordable posts top sliced and distributed across quintiles.	School Establishment multiplied by 0- X%.
<b>Distribution</b>	Posts allocated in proportion to total weighted learners in the province.	Province manages difference between IDEAL and AFFORDABLE
		Further recommendations to be made at the 2018 Education Indaba

Figure 5. High-level comparison of the current and proposed PPN models

## 4.3. Way Forward

In addition to identifying possible risks related to people, processes and technological challenges, and possible mitigating actions, the PPN work stream also presented some short, medium and long-term action items to advance PPN policy development.

- **Review** 2018 Education Indaba outcomes
- **Obtain** 2018 provincial establishment data
- **Develop** spreadsheet model using proposed parameters
- **Determine** impact / outcomes of recommended indicators and parameters
- **Consult** internal and external stakeholders during the development process
- **Initiate** DBE policy development process
- **Develop** robust online software solution and training materials
- **Adjust** the model by varying input parameters, assumptions and calculations
- **Obtain** HEDCOM and CEM approval: Ministers approval for publication

<sup>1</sup> Refer to Annexure D for comprehensive explanations of PPN concepts and terminology.

# 5. ECD/Grade R Work Stream Presentation

Presenter: Dr Logan Govender, Grade R work stream facilitator  
Panelists: Ms Leticia Munday (DBE) and Ms Octavia Sibiya (SADTU)

Worldwide, investments in ECD have demonstrated considerable socio-economic returns and evidence for improved cognitive development in young children. In an effort to improve the provision and quality of ECD in South Africa, the government is embarking on a phased-in approach to formal education beginning with Grade R. The goal of the DBE is to universalise Grade R by 2019.

From a labour perspective, some challenges include addressing how Grade R Practitioners may engage in formal qualification upgrading programmes and how educators currently in the system may be reskilled to teach Grade R.

Figure 6 provides an overview of the Grade R key issues discussed in the work stream and presented at the Indaba.

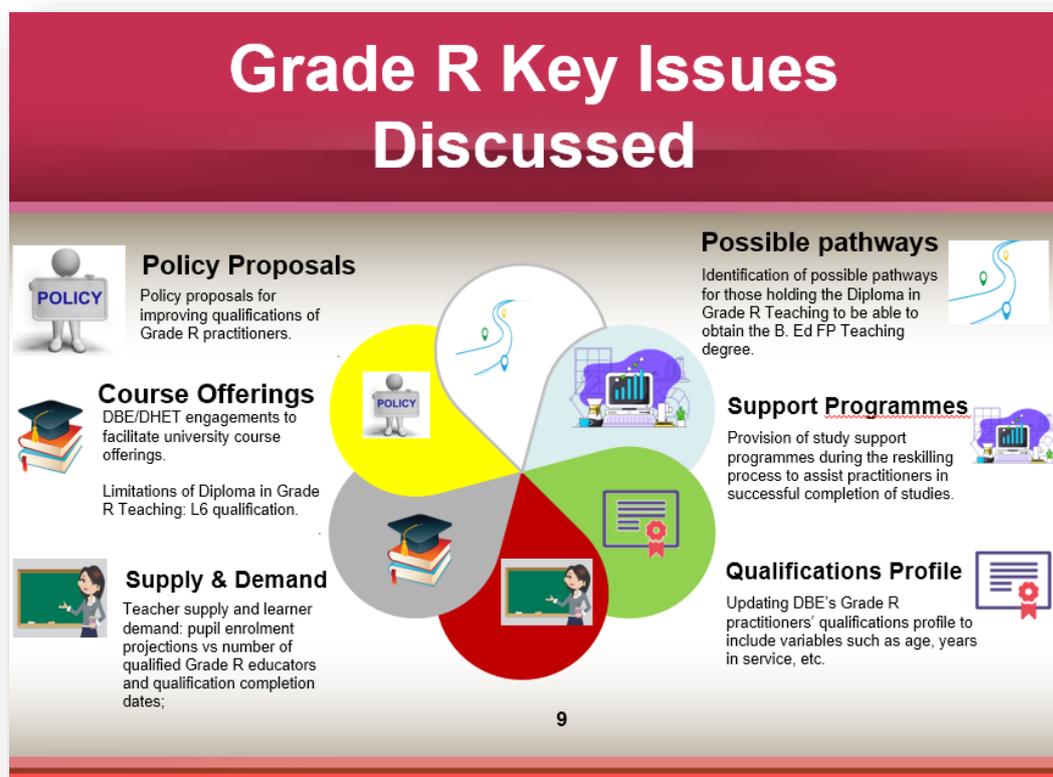


Figure 6. Key issues identified in the Grade R work stream

## 5.1. Qualifications upgrading

While there are a number of issues to consider with respect to the qualifications upgrading of Grade R practitioners to educators, four essential tasks include:

- i. **Conduct Study.** DBE conduct/commission an updated Teacher Supply and Demand Study, considering pupil enrolment projections and impact of teacher absorption
- ii. **Verification.** PEDs should engage SAQA to establish a protocol to verify all newly appointed personnel.
- iii. **Cut-off date.** Apply a cut-off date for appointment of Grade R practitioners into the system. The provincial Grade R qualifications' plans should inform the cut-off date, but not extend beyond 31 December 2018.
- iv. **Review.** Continue to review DBE's Grade R concept document and implementation plan: until integration of Grade R practitioners into the basic education system completed.

## 5.2. Reskilling

In terms of reskilling educators to teach Grade R, there are two critical groups for consideration: 1) Educators in addition to the post establishment; and 2) Unemployed educators and unemployed graduates. The priority target groups are FP (Grades 1 – 3) and Intermediate Phase educators wishing to move and teach Grade R. The work stream noted challenges to proposed reskilling ideas such as identifying educators/new graduates out of the system and establishing the level at which unemployed educators enter the system.

In order to address reskilling and qualifications upgrading, the work stream recommends the following requirements and actions:

- **Reliable data.** Obtain updated, reliable data set on number and levels of educators in addition to the 2019 establishment, and who are currently unemployed.
- **Grade R data.** Strengthen collection, management, use and interpretation of PED Gr R data.
- **Develop realities.** Develop realities and cost a model responsive to policy requirements and/or socioeconomic realities.
- **Supply and demand.** Define and address supply and demand issues. Demand: Number of children entering Grade R over the next 5 years. Supply: Number of qualified Grade R educators required over the next 5 years.
- **Investigate.** Investigate various education policies, guidelines and programmes particularly, those directly impacting variables of PPN calculations.
- **Timeframes.** Develop timeframes for reskilling and qualifications.

# 6. Qualifications Framework for Grade R and ECD

Ms Michelle Mathey, Director of Teacher Education, DHET  
Presenter: Ms Zelda Adendorff, Project Manager, DHET

The DHET presentation focused on four areas: the Role of DHET in Teacher Education; Policies that guide Gr R and ECD Teaching; Gr R Qualifications and ECD (Birth to Four) qualifications. The following sections provide an overview of the full presentation found in Annexure F.

## 6.1. Policies which guide Grade R and ECD Teaching

Two key policies guide the qualifications, as well as the programmes leading to the qualifications in higher education:

1. 2015 Minimum Requirements for Teacher Education (MRTEQ) Gr R - 12 Qualifications
2. 2017 Minimum Requirements for Programmes leading to Qualifications in Higher Education for Early Childhood Development Educators (MRTEQ ECD) Birth to 4

## 6.2. Qualifications Pathways

The DHET presentation outlined three qualifications for various student profiles. Table 1 outlines each qualification, the subsequent development path(s).

Table 1. Overview of ECD and Grade R teaching qualifications

Qualification	NQF Level	Suitable for students who:	What?	Next possible qualification
Higher Certificate 5 in Early Childhood Care and Education		Want a career in ECD (birth to four), but need a supported route in order to access higher education qualifications	<ul style="list-style-type: none"> <li>· National Senior Certificate</li> <li>· National Certificate Vocational</li> <li>· Level 4 ECD Certificate</li> </ul>	Diploma (ECCE) BEd (ECCE)
Dip (Gr R Teaching)	6	Unqualified Gr R teachers who want to obtain the minimum qualification to teach Gr R	<ul style="list-style-type: none"> <li>· Senior Certificate</li> <li>· National Certificate Vocational</li> <li>· Level 4 or 5 Cert in ECD</li> <li>· Level 5 Diploma in ECD (Educare)</li> </ul>	BEd Foundation Phase (180 credits of Dip can be recognised through RPL or CAT)
BEd (Foundation 7 Phase)		Who wish to obtain an Initial Teacher Education qualification, e.g., gain professional teacher status to teach from Gr R to Gr 3	<ul style="list-style-type: none"> <li>· NSC or NC (Vocational) with endorsement</li> <li>· Level 5 Certificate or Diploma in ECD</li> <li>· Recognised certificate or diploma in education or another relevant field</li> </ul>	Level 7 Advanced Diploma Level 8 BEd (Honours) Level 8 Postgraduate Diploma

# 7. Commission Summaries

## 7.1. PPN Commission

Rapporteur: Dr Mary-Grace Villanueva (PPN work stream member)

The PPN commission agreed upon the principles of a PPN model and suggested that the work stream consider the issues, comments and recommendations noted in Table 2. “Do the norms, variables and calculations of the proposed model align with the objectives of a robust PPN model?” was the overarching question addressed by the PPN commission.

Table 2. PPN Commission issues, comments and recommendations

Issues	Comments and Recommendations
Policy dependencies	<ul style="list-style-type: none"> <li>Identify policies that have an implications on PPN, e.g., infrastructure policy, critical dependency</li> <li>Policies, guidelines and initiatives must demonstrate synergies</li> </ul>
Infrastructure	<ul style="list-style-type: none"> <li>Traditional classrooms may be outdated and misaligned to current and future curriculum needs, e.g., classroom teaching vs subject teaching</li> <li>Misalignment between infrastructure and quantity of learners will have impact the ideal way forward with respect to PPN</li> </ul>
Curriculum complexities	<ul style="list-style-type: none"> <li>What are the basket of services</li> <li>Must assist to guide school size and subject offerings</li> <li>The current model favours the more expensive subjects; should we caution against this or should we consider what direction we are taking the country</li> <li>Must be aligned to curriculum and complexities of teaching certain subjects:</li> <li>What subjects may be more complex to teach, e.g., Maths</li> <li>How do other countries allocate time and resources? For example, maths, time of day for teaching? Size of classes?</li> </ul>
School Management	<ul style="list-style-type: none"> <li>PAM must be reviewed to address requirements of school management</li> <li>Radicalise the way that we look at management requirements</li> <li>Should there be consideration to reduce the size of SMT’s and appoint more teachers; (other countries use subject leaders)</li> </ul>
Poverty variables	<ul style="list-style-type: none"> <li>Current learner poverty was derived from other poverty indices; poverty ranking from schools departed by these indices</li> <li>Are quintile/poverty issues actually interpretation issues?</li> <li>What are other alternatives are there (other than quintiles) to address poverty?</li> </ul>
Other factors	<ul style="list-style-type: none"> <li>We currently determine the number of educators required based on the number of learners. Should we consider other ways of educator provisioning?</li> <li>Staffing norms may be too narrow, example: health sector</li> <li>Learner must remain basket of analysis within the required of basket of services</li> </ul>

## 7.2. Grade R Commission

Rapporteur: Ms Janet van Heerden (NAPTOSA)

With the understanding that the Grade R commission contribute to ensuring adequate supply of Grade R educators based on learner demand with a view to enhance the overall quality of education at the foundation phase. The Grade R commission suggested that the work stream consider the issues, comments and recommendations noted in Table 3.

Table 3. Grade R commission issues, comments and recommendations

<b>Issues</b>	<b>Comments and Recommendations</b>
Birth – 4 issues	· Extend scope of current work stream
Funding and function	· Question of lead department
Stakeholder inclusion	· ECD Work stream to include DSD, DOH, other key stakeholders
PED support	· Establish DBE/DHET joint task team to support PEDS to draw up CTPD plans · Include teacher unions in provincial inputs · Stress importance of timelines
Qualifications	· DHET/DBE jointly address questions around length of course, quality issues and capacity of HEIs · Consider RPL for salary adjustment, qualification improvement, etc.
Cut-off date for Grade R practitioners	· Address practitioners out of the system e.g. community based/ private etc.
Curriculum	· Provide ongoing training e.g. assessment skills · Reskilling of qualified educators to be linked to CTPD points
Legislation	· Align processes with BELA Bill finalisation/SACE Act amendment regarding professional registration, etc.

# Annexures

[Annexure A. DBE Presentation – Key priorities for the 2018-2019 MTSF](#)

[Annexure B. SADTU Executive Statement](#)

[Annexure C. CTU-ATU Presentation Priority Matters that Require Attention](#)

[Annexure D. PPN Work Stream Presentation](#)

[Annexure E. Universalisation of Grade R Work Stream Presentation](#)

[Annexure F. DHET Presentation – Qualifications Framework Gr R and ECD  
\(Birth to 4\)](#)

[Annexure G. PPN Commission Presentation](#)

[Annexure H. Grade R Commission Presentation](#)