Continuous professional development of educators: the state, professional councils and higher education

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ABSTRACT
Continuous Professional Development (CPD) for educators should form an integral part of an education system. CPD should include diverse programmes that are reflective and that promote and embrace technological development. Such programmes would make it possible to respond to challenges brought about by globalization.

Higher Education is one of the mechanisms that can be employed to provide and sustain reflective practice within CPD. Factors that may inhibit the capacity of Higher Education Institutions (HEIs) to render a sustainable service in this regard should be identified and circumvented. A necessary partner in enhancing the capacity of domestic HEIs, especially in the face of globalization, is the state. Also impacting on the kinds of learning opportunities provided for CPD purposes is the nature of policies developed by professional councils. This article explores the relationships between the state, professional councils and higher education and suggests a theoretical framework for the provision of CPD for educators in the formal education system.

INTRODUCTION
In a transforming South African education system, the need for opportunity for the professional development of educators to enable them to meet the constantly evolving challenges of a society characterised by change and development, cannot be overemphasised. Consequently, there can be little doubt that the provision of Continuous Professional Development (CPD) programmes for school educators should form an integral part of the education system.

The concept of CPD in the South African educator arena, is still in its developmental stage. In the absence of a clear CPD policy for educators, the South African Democratic Teachers Union (SADTU) produced a position paper in November 2000 for discussion at SACE (the South African Council for Educators). SACE is a statutory body which has been tasked with the responsibility of overseeing and monitoring the professional development for educators. SADTU is well represented on SACE and thus their position paper indicates a lively and ongoing discourse on policy making. Also, an analysis of their paper in relation to global trends in CPD can inform the development of a theoretical framework on which to base general policy regarding CPD for educators.

The nature of CPD necessitates that, amongst others, a diversity of programmes be on offer to cater for the variety of divergent needs experienced by professionals each in their particular context. Also needed for efficient CPD implementation, is reflective practice that will embrace enhanced and new technologies. The latter enables professionals and the education system as a case in point to respond to challenges brought about by globalization. With regard to attaining accredited academic qualifications, education professionals now have a wider choice of opportunities to further their professional qualifications. For example, a number of traditionally residential South African Higher Education Institutions (HEIs) have extended their tuition model and are offering programmes through distance education also. Consortia with other HEIs (both public and private) are being formed, and, in addition, a number of non traditional providers of CPD are being encouraged to come on board, thus creating a free market in CPD provision.

Adoption of a free market approach in the provision of CPD, however, is not without problems. According to Bryans, Gormley, Stalker and Williamson (1998), the commercialization of CPD in a free market is unavoidable and the outcome is that quick fix solutions relating to a wide range of professional development issues are often surreptitiously being offered. Players who can react quicker to perceived needs receive contracts and thus are in a position to squeeze out universities the traditional CPD
providing. These factors ultimately force universities to enter into collaboration with employers, individuals and professional associations (councils) in a bid to ensure their survival. Universities are then obliged to simply deliver what, employers demand. The move towards a free market is, to a larger extent, precipitated by globalization. "Globalization is most often characterised along economic and technological axes reflecting the deregulation of financial markets, the development of technological infrastructure (that allows for real time international economic transactions), the liberalisation of cross border transactions in most countries, the nature of new financial products, the speculative movements of financial flows, and institutions which uphold the ideology [of] 'new rules' among developing nations. With the decline in profit margins in both agriculture and manufacturing, the development of the 'information economy' was largely driven by the conceptual drivers of capitalism the search for wider profit margins and expanding markets" (Castells, in DoE 2000).

Due to globalization, with its concomitant competition, organizations are being forced to enter into collaborative ventures and strategic alliances with domestic or international partners. The participation rate of international partners in the domestic economy and other affairs is particularly determined by the domestic state's policies. Policies that are perceived as investor friendly enhances the participation rate of international partners. Access to the domestic market, as determined by factors such as foreign exchange controls, company taxes, domestic infrastructure, and so on, determines the level of interest in a particular domestic economy. Also, domestic economies that are not highly controlled by the state have seen an upsurge in the participation rate of foreign companies.

Sectors which are closely linked to the state will as such be affected by state policies concerning globalization. According to Pratt and Poole (1999), Australian universities have embraced globalization because of the importance placed on globalization by the Australian state. Institutional directions concern ing globalization are consequently influenced by governmental policy. South African HEIs are similarly influenced by governmental policies seeking to open up the higher education market. For example, the provision of CPD for educators is being opened up to include non traditional providers. The stake that domestic HEIs have in CPD thus lies in the hands of the state, and also, to some extent, the criteria determined by professional councils. This article explores how the state, professional councils and higher education institutions could interact to ensure that a viable system of educators' CPD is established. The line of argumentation in the article follows the format: first a theoretical framework for understanding CPD is provided. Based on this framework, policy issues impacting on key stake holders in CPD are outlined. The challenges presented by globalization on the provision of CPD by HEIs are then deliberated.

THEORETICAL FRAMEWORK

At the outset, it is important to define continuing professional development because various meanings are attributed to CPD. In describing CPD, this article will limit itself to the features of CPD and the kinds of learning that are appropriate for professionals.

Definition of CPD

CPD is described in various ways in the literature. Kennie and Enemark (1998) provide two descriptions: "CPD is ... the systematic maintenance, improvement and broadening of knowledge and the development of personal qualities necessary for the education of professional and technical duties throughout the practitioner’s life” and “CPD is ... the process by which a professional person maintains the quality and relevance of professional services throughout his/her working life”.

Madden and Mitchell (in Lester 1999), on the other hand, describes CPD as “… the maintenance and enhancement of the knowledge, expertise and competence of professionals throughout their careers according to a plan formulated with regard to the need of the professional, the employer, the profession and society”.

The descriptions above highlights four key features of CPD (Kennie & Enemark 1998). First, CPD must be continuous and should occur throughout a practitioner’s working life. This is necessary not only because knowledge dates, but also because the very conception and interpretation of professional tasks and roles change over time. The White Paper on Education and Training (DoE 1995) emphasises the need for an education system that facilitates a process of lifelong learning. Embedding lifelong learning in a profession, such as the teaching profession, remains a challenge. Creating a culture of lifelong learning that encourages participation in CPD and maximises benefits for the individual and the organization requires an understanding of the attitudes of individuals and organizations, and the development of the right atmosphere and infrastructure within which CPD could be offered (Hemmington 1999).

Second, CPD must be organization focussed. CPD is necessary for the execution of professional and technical duties; these duties often do not have extended life spans and thus need to be updated as the occasion arises. For example, in the education arena, newly introduced policies such as the mandating of inclusive education create new challenges for
professionals and they subsequently need knowledge, skills training and support in this regard. To clarify the role and status of CPD, Francis and Mazany (1998) developed a model showing the nature and importance of the link between organization strategy and professional development. They assert that the purpose and values of the organization should always be taken into account when developing CPD activities. CPD activities should of necessity be engaged in maintaining the quality and relevance of professional services linked to the particular organization. Third, CPD activities must be broad based. CPD activities should develop all aspects of a professional, including their knowledge, skills and personal qualities. Activities must also impact on the professional’s praxis. Activities that facilitate professionals’ ability or opportunity to improve the way they increase their unique body of knowledge through a critical and analytical process of acquiring, practising and adopting new knowledge should be provided for. Various kinds of learning techniques must therefore be accommodated. Lastly, CPD activities must be structured. CPD activities must entail a personal development plan that demonstrates systematic maintenance, improvement and broadening of professional capability.

Learning in CPD

The concept of continuity of the development of skills and knowledge throughout the individual’s working life signifies the need for what is called a Personal Development Plan (PDP) (Kennie & Enemark 1998). Embracing the notion of a PDP implies that individuals should take responsibility for their own learning and professional development (Sandelands 1998a, 1998b; Lester 1999). The emphasis on individual responsibility is not without problems, however. According to Hemmington (1999), some commentators have questioned whether individuals do have the necessary skills or expertise to assess their own needs or to be expected to be sufficiently impartial to make an objective assessment. Also, it could be construed as a company’s abdication of responsibility when it encourages people to take more responsibility for their own development.

Notwithstanding the above concerns, a balanced PDP which includes a variety of methods of learning makes CPD a practical reality. Research indicates that the following methods of learning could be integrated into as well as support a PDP (Anderson & Kanuka 1997; Kennie & Enemark 1998, Lester 1999; Sandelands 1999).

- Distance and open learning, including computer based training and computer assisted learning
- Problem oriented approaches to learning including action learning and self managed learning
- Structured reading
- Authorship of technical papers
- Membership of committees within nominated professional institutions
- Specific, general and developmental learning
- Informal learning.

By utilising and incorporating these diverse methods of learning, it is possible to address the development of professionals holistically. In terms of educators, a PDP needs to cover four main areas (Mashile & Vakalisa 1999):

- Personal development. Activities in this domain include helping personnel to cope with stress and anxiety, promoting wellness and fitness, improving the individual’s ability to manage time, money, and problems arising out of marital, family, and interpersonal relationships.
- Pedagogical development. Included here are seminars, workshops and programmes which focus on issues such as discipline, classroom management, cognitive development, the learning process, educator parent interaction, reporting assessment and evaluation and instructional material selection.
- Leadership enhancement. Leaders and aspirant leaders are offered opportunities to improve their leadership skills. Inspectors should have the opportunity to refresh their skills in goal setting, morale building, and communication. Principals and middle management need to hone the arts of staff evaluation, observation, instructional counselling, and motivation. Educators serving on the governing body should have the opportunity to attend workshops and seminars which build skills related to proficiency in policy development, finance management, community relations and mediation and education legislation interpretation.
- Instructional content. In this sphere, educators are given in service training on aspects such as child development, subject specific training (science, mathematics, technology), and other cross curricular issues like health education, critical thinking skills.

Educators therefore need to be supported to develop PDPs that cover all four areas of development as outlined above. The rationale for making use of PDPs is borne from the realization, particularly in the prevailing South African situation, that the needs of professionals are different. It is not regarded good practice in CPD to prescribe activities that professionals should engage in at any particular time. This argument is supported by the lack of success with which previous attempts to follow a rigid top down approach in the provision of INSET were met (Mashile 1998; Mashile & Vakalisa 1999). The range of learning that educators as professionals need to engage in is very wide. It is further indisputable that South African educators are also at different levels in
terms of skills, knowledge, professionalism, and other competences demanded by the profession.

CPD OF EDUCATORS IN SOUTH AFRICA: POLICY ISSUES

The South African Democratic Teachers Union (SADTU) presented a position paper in November 2000 to the professional body of educators, the South African Council of Educators (SACE). In this article it is argued that educators, as professionals, are capable of creating their own agenda for CPD. It would follow that discussions based on the view of educators as professionals would address issues related to decision making, praxis and professional knowledge. The concept of professionalism is therefore regarded by SADTU as being critical. “The notion of professionalism which we support is that judgement about professionalism derives from the work of practitioners, not the various supporting arrangements or associated features such as formal training, conditions of practice, working conditions and management structures or public opinion. What we are centrally concerned with is the practice of professionals, not claims to and public recognition of professional status” (SADTU 2000).

SADTU regards professional judgement as a central notion and an essential feature in CPD. Practice requires the exercise of complex, high level judgements and thus educators need to be supported to be able to utilize such judgements. CPD, which must be monitored by SACE, should support educators in embracing such professional judgements. Based on this orientation, SADTU identifies the following specific topics that should be central to a professional development action plan for educators:

- Professionalism, leadership and co ordination
- Improving educator competence through affording assistance with ethical issues
- Assistance for psychological and substance abuse problems
- Mentoring support
- Effective educator regulation including complaint handling
- Assistance to educators with ethical problems or “minor” misconduct infringements
- Public accountability
- Community outreach efforts such as community participation
- Influencing community opinions
- Developmental and advocacy work
- Educator professionalism in school which could include the consideration of alternative dispute resolution programmes
- Abuse or unprofessional conduct.

A review of SADTU’s argument seems to indicate no scope for pedagogical development and instructional content enhancement. This is evident in their conclusion that the increased formal school hours from six to seven hours (resolution 7 of 1998) should be utilized for achieving the action plan above. SACE will then monitor the process. Exclusion of the pedagogical and instructional aspects of CPD is problematic since it reduces the relationships that ought to exist among key stakeholders in CPD. Inherent to CPD, is that these relationships should exist and be healthy. The nature and structure of CPD for educators in South Africa is yet at its developmental stage and in the sections that follow, aspects that must still be considered in formulating a policy framework for educators’ CPD are highlighted. In doing so, the role of key stakeholders in CPD is analysed and it is furthermore argued that the education sector must benchmark itself with other professions for a successful implementation of CPD.

Relationships of key stakeholders in CPD

Three key stakeholders are associated with CPD, namely, the individual professional, the organization or employer and the professional associations (councils) (Hemmington 1999). Figure 1 (on page 178) represents Hemmington’s conceptualisation of the relationships between the key stakeholders in CPD.

The area labelled A represents the relationship between the employment organization (employers) and the associated professional bodies. In this article which focusses on educators as professionals, this represents the relationship between the DoE and SACE. This should be a long term and consistent relationship that enables the parties to identify professional related skill requirements across a range of activities and job levels. These requirements can then be translated into professional specifications in areas such as attitudes, skills, knowledge and competences. The professional specifications could then be used as the basis of a CPD framework that enables individuals to identify options for professional development and routes for career planning. The framework could also be used by a range of industrial and educational organizations to develop courses and learning programmes which could then be accredited against the identified framework.

The systems which govern this relationship are currently in place in South Africa. SACE, through its professional development wing, is a participant in activities such as the Development Appraisal System...
(DAS), the Standard Generating Body for educators in schooling, the National Standard Body (NSB) responsible for education (through the chairperson of SACE), Education, Training and Development Practices Sector Education and Training Authority (ETDP SETA) and other policymaking structures (SACE 2000a, 2000b). Although the processes which led to other policies on the education of educators (eg Norms and Standards) started before the constitution of SACE, it will be good practice to involve SACE in such activities in future.

The area labelled B represents the relationship between employment organizations and individual employees. In recent years this relationship has become much less long term and has, in many cases, become a relatively dynamic and changing relationship. Without career long commitment on either side, the reality of this relationship is that it will tend to be focussed on short to medium term goals. This means that professional development within the context of this relationship is likely to be almost exclusively based on organizational objectives through the appraisal system. Career planning will consequently tend to focus on the short to medium term.

This relationship between employer and employee is crucial if CPD is to be organization focussed. As different aspects of the profession change, the competence of professionals must likewise be aligned to these changes. Employers need to ensure that organizational priorities are achieved, that training and development is provided within the organization and that individuals are motivated to perform at optimal levels. Organizations that provide infrastructure and opportunities for workplace learning are positioning themselves to be competitive in the global market (Hemmington 1999; Towler 2000). Employers have a vital role to play in employees’ learning and thus in promoting CPD. Mechanisms that are currently available in the DoE should therefore be integrated into each educator’s professional development plan. Requisites such as the Development Appraisal System, (Resolution 7 of 1998) and the compulsory 80 hours of INSET should be seen as forming an integral part of CPD. How these development systems are implemented will differ from individual to individual and thus could only be evaluated from an individual PDP perspective. Contrary to what SADTU proposes, issues of pedagogical development and instructional content need to be integrated into CPD.

In large organizations like education departments, the employer usually does not have the capacity nor the finances to adequately provide for the professional

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**Figure 1**

**Key stakeholders in CPD** (from Hemmington 1999)
development of employees. Also, when budgets get tight, professional development projects are the first to be scaled down and contracted out (Watkins 1999). This could result in an escalation in non institutional related CPD providers attempting to meet the need. A body is thus needed to monitor and accredit CPD offerings a function that is performed by professional bodies globally. “Professional bodies are in a unique position to respond to the professionals’ need for guidance and support. They can play an important role by providing access to information, counsellors and mentors, as well as support to enable professionals to plan and reflect on their individual learning experiences” (Friedman, Hurran & Durkin 1999).

The area labelled C represents the relationship between individuals and the relevant professional body. Unlike their relationship with employers, individuals’ relationships with their professional bodies have the potential of being more long lasting and constant. As such, it is possible for longer term career orientated professional development and career planning to take place within this relationship. A particular strength of this approach is that, unlike employers, professional bodies have no vested interest in improving professionalism in their sphere of activity. This should facilitate more impartial and objective long term career and development planning. This approach does, of course, require the professional body to provide a professional support infrastructure that includes a coherent framework for CPD, as discussed in A, and the means, systems and resources by which CPD can be accessed.

Importance of benchmarking

Professional bodies, as custodians of CPD, are also faced with challenges of providing up to date services. One way of maintaining up to date services is to look outward to what other bodies are doing successfully. In this way lessons can be learnt from others. “Benchmarking ... is the search for best practices that lead to superior performance ... . It is an improvement process in which an organisation compares its performance against ‘best in class’ organisations, determines how those organisations achieved their performance levels, and uses the information to improve its own performance: the subjects that can be benchmarked include strategies, products/programs/services, operations, processes and procedures ...” (Friedman, Hurran & Durkin 1999).

When analysing professional bodies that had benchmarked themselves with other bodies and that had in turn been used as benchmarks, Friedman et al (1999) found the following:

- All professional bodies had their CPD policy guidelines clearly set out. Members were informed whether CPD was voluntary or obligatory.
- All professional bodies keep planning and training records.
- Professional bodies all employ a system of evaluation of their CPD programme its content and its implementation. This evaluation incorporates research carried out by the professional body itself and external agencies, through pilot studies, committee evaluation, and the monitoring of a percentage of the completed CPD records.
- To ensure that the different needs of all members are met, a number of guidance facilities, including manuals, help lines, networks, mentoring are available for members.
- All professional bodies provide CPD through various activities which are constituted as structured or unstructured CPD. All professional bodies had distance learning courses which they accredited.
- The guidelines for CPD are maintained by professionals who are knowledgeable about CPD. All bodies have clear contact details marked on their CPD guidelines for members to contact the body for help and guidance. The support is provided by full time members of staff tasked with CPD.

Declaration of CPD as compulsory by SACE has been contested by educator unions (personal communication with the professional development manager of SACE, March 2001). It is possible that this contestation is precipitated by a view of CPD as being divorced from institutional learning. Since the infrastructure making CPD compulsory has already been established 80 hours INSET, additional non contact hour per day what is left to be done is the monitoring of this process by SACE.

In monitoring CPD, SACE will need a system perceived by all stakeholders as legitimate. For example SADTU is of the opinion that educators must be involved in determining their CPD needs and the kinds of activities they will engage in. To meet this challenge SACE could make PDPs compulsory there by following a collaborative approach to CPD. In their PDPs, educators will indicate their envisaged CPD activities and how they will be accomplished. The use of PDPs which are developed by educators will probably circumvent the trappings of the erstwhile INSET provisioning (Mashile & Vakalisa 1999).

Making CPD compulsory will impact on the functioning of SACE. Capacity to monitor and sustain CPD will necessitate continuous development of the internal functioning of SACE. This challenge will be addressed only when firm resolutions and a will to make CPD compulsory are made. Making CPD compulsory will also impact on providers of CPD. The role and capacity of HEIs to meet this need
in a globally competitive arena is deliberated in the following section.

CHALLENGES OF GLOBALIZATION

The nature of CPD is shaped by international experience. Benchmarking of CPD programmes, for instance, opens CPD to external factors and influences. However, the role of domestic factors may be more significant than external factors in the development and implementation of particular policies (Bell, in Pratt & Poole 1999). Analyses of the impacts of globalization should therefore be treated with caution.

In other countries, the education systems are being impacted by global factors. As South Africa gradually embraces globalization, so too must the education system realign itself to serve the emerging direction towards which the system is moving. This sentiment is succinctly alluded to by Mbeki who stated that: “If the next Century is going to be characterised as an African Century for the social and economic progress of the African people, the Century of durable peace and sustained development in Africa, then the success of this project is dependent on the success of our education systems. For nowhere in the world has sustained development been attained without a well functioning system of education, without universal and sound primary education, without an effective higher education and research sector, with out equality of educational opportunity” (President Thabo Mbeki, in DoE 2000).

In meeting this challenge, however, our education system needs to be robust and ingenious enough to provide opportunities for the development of the nation which is, due to its history, characterised by inequity in all spheres of society. Caution must be exercised that national reconstruction is not compromised by attempts to comply with a globalization agenda. According to the DoE (2000), South Africa has already experienced problems in the education system originating from the effects of globalization. For example, universities from developed countries, driven by the desire to seek new markets and opportunities for increasing their revenue, have swamped South Africa with programmes directed at a niche market only. Local universities are obliged to compete unequally with these foreign institutions since they have a burden of cross subsidising programmes that are not lucrative but which are of national importance. Reflecting on the prospects of confronting globalization, the DoE reports as follows:

The social developmental role of the state becomes increasingly important in the global age, particularly for developing nations, for at least three overlapping reasons. First, without social development, there will be no productive growth in the developing world. ... Secondly, without an interventionalist state, set on providing social scaffolding for human survival and expression, we will arrive at a day of historically unmatched human misery in the developing world. Left to its own devices, the emerging global system appears to have a profound capacity to exclude. ... Thirdly, the success of the education system is highly dependent upon the social fabric of its surrounding. A school servicing a community in which children are hungry, unsafe, worried, or ill, has a much more daunting educational challenge than a school servicing a community where basic needs, including shelter, health care and safety are ensured (DoE 2000).

Notwithstanding these problems, South African institutions of Higher Education must position and benchmark themselves appropriately to render the necessary national services whilst simultaneously being competitive globally. The state has a responsibility in developing infrastructure and scope for HEIs to be competitive. Embracing the free market concept unchecked can be detrimental to national and economic development. Intervention by the state in placing a moratorium on private public partnerships (especially with foreign institutions) in the higher education sector is thus prudent. In a paper entitled Contradictions in international tertiary strategic alliances: the case from down under, Saffu and Mamman (2000) reports on the motives of universities in entering international strategic alliances:

The study also shows numerous contradictions. While the espoused motives are altruistic rather than financial, the real motives may be otherwise ... . For instance, the shift by Australian universities from traditional markets in South East Asia to new markets as the Middle East may be in recognition of the drying up of students from Asia. Arguably, this can have no other reason than finance. Why else would anybody go into new markets? ... Finally, while Australian universities’ most significant contribution is the dissemination of knowledge and scholarship, their partners’ most significant contribution is financial.

The factors mentioned above have implications for CPD. Globalization has sensitised people and organizations to be on the lookout for niche markets irrespective of whether they have the capacity or the skill to deliver worthwhile products. Providers are mushrooming and often use the infrastructure of public universities to render their services. If professional bodies are not going to monitor what is provided for CPD purposes, professionals will be exposed to a plethora of activities which may not contribute significantly to their professional development. It is the responsibility of relevant professional bodies to accredit programmes for CPD purposes.
The employer of educators, in this case the state, also needs to be robust in assessing how it “contracts out” CPD services. An example of a problematic situation is unfolding in the Education Labour Relations Council (ELRC). A programme called the National Professional Diploma in Education (NPDE) was mandated by the DoE and has been opened up for tendering. Only institutions who win the tender will be subsidised for developing and offering the NPDE. The problem is not with the development of the programme but with the process implemented. All other equivalent programmes to the NPDE will be phased out, leaving no competition to the NPDE. Also, providers need to have formed partnerships with other organizations for their bid to be successful. Using criteria that force providers to be in partnership, while it works well in the business world to foster redress, does not seem to have any long term value to providers, especially HEIs. Commercial providers have a profit motivation while HEIs tend to have a predominantly social development mandate. A review of collaborative strategies by Saffu and Mamman (2000) reveals that a strategic alliance involves the joining of competitive capabilities between firms whereby each partner seeks to add to its competencies by combining some resources with those of its partners. For alliances to be strategic, the decisions made should involve long lasting commitment as opposed to tactical decisions. Also, learning, knowledge acquisition and adaptation are regarded as important rationales for the creation of joint ventures since they contribute significantly to organizational performance. It is difficult to determine whether forced partnerships as envisaged in the bidding process for the NPDE fall in line with the foregoing. Is the outcome not perhaps nothing other than creating “marriages of convenience”? How do HEIs benefit by teaming up with organizations to offer a programme of limited lifespan? Also, how will faculties, and the concomitant research base, survive in an era of declining student enrolment if programmes were to be rationalised?

According to Bryans et al. (1998), research and scholarship provided by universities provide the foundations of professional knowledge in both the traditional and the new professions – law, medicine, engineering, architecture, nursing, social work and education. The ability of universities to validate courses and accredit learning in a public and responsible way legitimates the professions’ claims to expert knowledge. Evidence also exists that universities have strengthened their work in this field in the past decade and that CPD now forms an integral facet of lifelong learning necessitated in these professions and provided by these HEIs. It is not claimed that there are no problems in the provision of CPD by universities, but rather that there is much to be gained by supporting their endeavours. Reacting to problems in CPD provision by clamping down on universities opens up the market to providers whose aims might be motivated solely by profit. A reasonable way of approaching the provision of CPD programmes would be to empower professional councils to accredit both formal and informal CPD learning. Through independent research done by the professional councils, providers’ offerings for CPD purposes could then be assessed and accredited if of an acceptable standard. In this way a structured and controlled openness to the provision of CPD is maintained. The openness is such that universities are not afforded monopoly of provision, but are given ample opportunity to compete while retaining their identity. The approach followed in the NPDE debacle, is tantamount to commodifying education; a phenomenon highly discredited in the new South African education system (DoE 2000).

CONCLUSION

This article has examined factors that impact on the design and provision of CPD for educators. Although policy exists on most components of CPD, a clear policy on the monitoring and regulation of CPD does not exist. The review showed that CPD is fruitful only if professionals assume responsibility for their own learning. The learning constituting CPD should be flexible and capture workplace experiences and needs. All activities a professional is involved in, including the compulsory INSET hours, should be captured and integrated into a PDP. It is recommended that PDPs be negotiated and approved by the professional council. Finally, the impact of globalization on the relationships between the state, professional councils and higher education was presented. It was argued that unfair competition generated by private providers targeting niche markets only impacts on the delivery of socially important programmes and that such competition should be afforded minimal state resources. A case is made of harnessing the role of domestic public institutions of higher learning in the midst of an onslaught precipitated by globalization factors.

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