

TEACHER SUPPLY IN SOUTH AFRICA: A focus on Initial Teacher Education (ITE) graduate production

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ReSEP Conference on Quantitative Applications in Education
STIAS, Stellenbosch
19 September 2016



**planning, monitoring
and evaluation**

Department:
Planning, Monitoring and Evaluation
REPUBLIC OF SOUTH AFRICA



PSPPD
PROGRAMME TO
SUPPORT PRO-POOR
POLICY DEVELOPMENT



Background

South Africa's critical teacher shortage

Overview

South Africa's teacher shortage

- ▶ What is the nature of the teacher shortage?
 - ▶ an **absolute shortage** of qualified teachers and
 - ▶ a **relative shortage** of qualified teachers who can teach specific subjects (e.g. maths and physical sciences) and/or who can teach in specific languages
- ▶ Why do we have a shortage of qualified teachers?
 - ▶ **too many teachers leaving** the schooling system and
 - ▶ **too few new teachers** entering the profession
- ▶ How many teachers do we need?
 - ▶ **20 000 - 30 000 new qualified teachers each year** just to replace the teachers leaving the system and maintain current teacher-pupil ratios
- ▶ Where will these new, qualified teachers come from?
 - ▶ ...

Sources of qualified teacher supply

Two main sources

Reserve teacher stock

- ▶ Former teachers
- ▶ Qualified non-teachers
- ▶ Unqualified/Under-qualified teachers

Unsustainable

- ▶ Why is this important?
 - ▶ Between 2004 and 2013, more than half of all entering teachers came from the **unsustainable source**
 - ▶ I.e. less than half were first-time new teachers who recently completed ITE qualifications

New teacher graduates

- ▶ New ITE graduates
 - ▶ Bachelor of Education degree (BEd)
 - ▶ Postgraduate Certificate in Education (PGCE)

Sustainable

The need for new teacher graduates

Focussing on the sustainable supply of new qualified teachers

- ▶ Teacher supply cannot remain dependent primarily on the *reserve teacher stock*
- ▶ **University** system **must produce** enough suitably qualified **teachers**
- ▶ Requires at least four core things:
 1. Enough students have to enrol in ITE programmes
 2. Enough ITE students have to complete their studies
 3. Enough ITE graduates have to seek employment as teachers
 4. Enough ITE graduates have to be employed as teachers
- ▶ Use 2004 – 2013 HEMIS data to investigate the first two

The need for new teacher graduates

Focussing on the sustainable supply of new qualified teachers

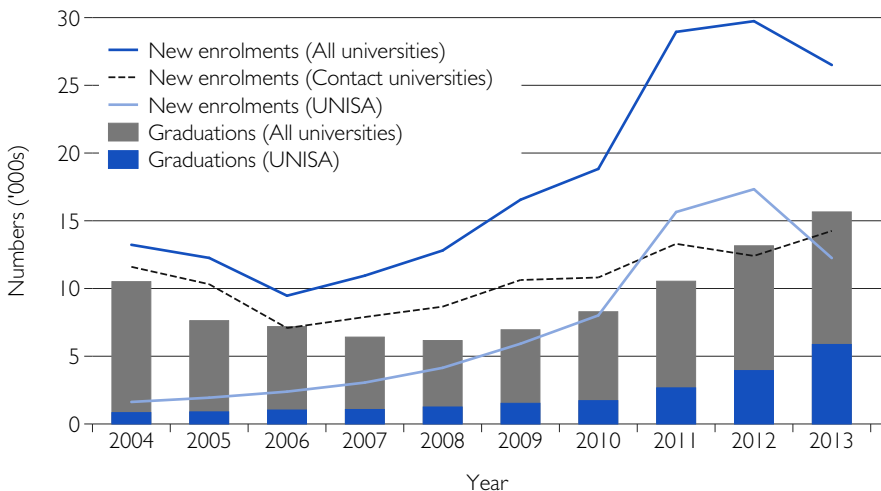
- ▶ Teacher supply cannot remain dependent primarily on the *reserve teacher stock*
- ▶ **University** system **must produce** enough suitably qualified **teachers**
- ▶ Requires at least four **additional** things:
 1. Enough of the right students have to enrol in the right ITE programmes
 2. Enough ITE students have to complete their studies as fast as possible
 3. The right ITE graduates have to seek employment as teachers at the right schools
 4. The right ITE graduates have to be employed at the right schools with minimal delay and remain employed as teachers in the schooling system
- ▶ Use 2004 – 2013 HEMIS data to investigate the first two

Teacher graduate production

Are universities producing enough teacher graduates?

New ITE enrolment trends

New enrolments and graduations in initial teacher training programmes

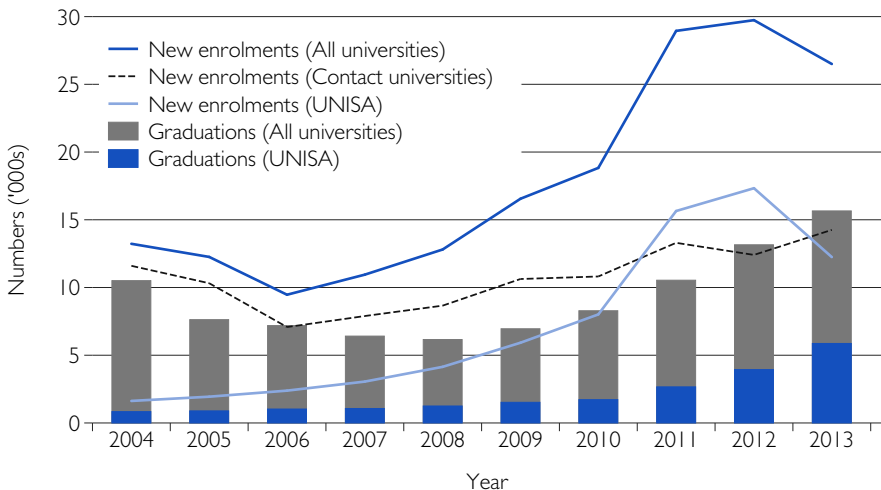


Teacher graduate production

Are enough students enrolling in initial teacher training programmes?

ITE programme enrolment trends

New enrolments and graduations in initial teacher training programmes



Throughput

How many teacher training students successfully complete their programmes?

Converting ITE enrolments into ITE graduations

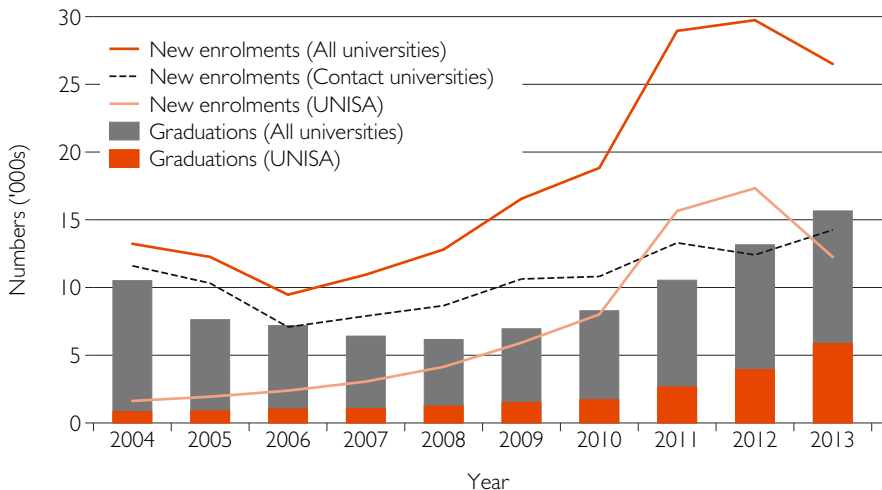
Percentage of students who graduate, and number of years taken (2004–2013)

- ▶ Many students enrol who enrol in ITE programmes
 - ▶ **never complete** those programmes or
 - ▶ **take very long to complete** those programmes
- ▶ Slow and low levels of programme throughput is **particularly problematic at UNISA**

	BEd Degree			PGCE		
	4 years	5 years	6 years	1 year	2 years	3 years
All universities	32	38	41	31	52	60
Contact universities	39	45	46	42	60	63
UNISA	7	15	21	12	38	56

The role of UNISA

New enrolments and graduations in initial teacher training programmes



Choosing teaching

Who wants to be a teacher and/or who wants to study ITE?

Choosing teaching

The attractiveness of teaching as a career vs ITE programmes as a field of study

- ▶ **Low status** of teaching profession has a double-negative impact on teacher supply
 - ▶ **Incentive to leave** teaching profession
 - ▶ **disincentive to enter** teaching
- ▶ Exacerbated by poor working conditions, low levels of job satisfaction, lack of career advancement opportunities, comparatively low salaries, etc.
- ▶ Despite this, **new enrolments** in ITE programmes **have increased** over time
 - ▶ In **absolute** terms and **relative** to enrolments in other programmes
- ▶ This does not mean that **teaching** has become more **attractive**
- ▶ Other factors may influence **attractiveness of ITE programmes** as field of study
 - ▶ e.g. lower admission requirements, less academically challenging, greater availability of financial support, etc
- ▶ Some qualitative (and now quantitative) evidence to support this

Choosing teaching

How to ITE students differ from other undergraduate students?

BEd vs other undergraduate degree students..

2008 Matric learners who enrolled in undergraduate degree programmes between 2009 and 2014

	Other UG degree students	BEd students
Number of students	60 566	10 066
Delayed enrolment (%)	33.9	54.5
Average age at first enrolment	19.8	20.4
Matric average (%)	64.4	58.8
Took Maths (%)	74.3	50.5
Maths average (%)	64.7	51.4
English FAL average (%)	65.2	61.0
Enrolled at UNISA (%)	12.5	22.3
Dropped out* (%)	21.1	21.0
Graduated* (%)	45.0	37.3

ITE students

What are some of important characteristics of ITE students?

Gender and race

ITE student/graduate characteristics I

- ▶ **Gender**
 - ▶ Females accounted for 70% of all ITE graduations between 2004 - 2013
 - ▶ o.a. 61% of public school educators are female (Snap 2000 - 2013)
- ▶ **Race**
 - ▶ New enrolments in ITE programmes among Black students increased fourfold between 2006 - 2012
- ▶ ITE graduates dominated by three groups:
 - ▶ For every 10 ITE graduates in 2013, 4: Black females, 2: Black males, and 2: White females
 - ▶ 3 groups **account for > 80%** of all ITE graduations between 2004 and 2013

Mother tongue

ITE student/graduate characteristics II

- ▶ Language still problematic
- ▶ SA has **too few African language teachers**, particularly in the foundation phase
- ▶ Despite the rise in the number of African language ITE graduates, the **system is still not producing enough**
 - ▶ 56% (**8 700**) ITE graduates in 2013 were **African language** mother tongue speakers
 - ▶ 50% isiZulu, 15% isiNdebele, 10% seSotho
 - ▶ If 18% of these specialised in the foundation phase, the university would still only produce 3rd of needed teachers (1300 vs 4300)
 - ▶ DHET projects only 3 900 African language mother tongue foundation phase ITE graduates in 2019

Age

ITE student/graduate characteristics III

- ▶ South African teachers have an unfavourable age profile
 - ▶ Too few young teachers (6.5% young in 2012)
- ▶ One of the DBE's goals is to increase the number of young teachers
 - ▶ More young teachers ← more young ITE graduates ← more young ITE students
- ▶ Growth in new ITE enrolments between 2004 and 2013 was highest for younger cohorts
 - ▶ ITE students and graduates becoming younger over time
 - ▶ 40% <30 in 2004/2005 ; 75% <30 in 2012/2013
 - ▶ But they are still older, on average, than other students

Age (cont.)

ITE student/graduate characteristics III

- ▶ Younger ITE graduates encouraging
- ▶ But **narrow window for absorption** between graduation at age X and employment at age $X+t$
 - ▶ any delays in absorbing newly qualified individuals into the teaching profession undermines DBE goal
- ▶ Disconcerting that employment of young new teachers below DBE benchmarks
 - ▶ 2012: 5 213 young new teachers vs goal of 8 227

Age (cont.)

ITE student/graduate characteristics III

“if an increased number of younger candidates do not enter the teaching profession, and remain in it for an extended period, there will be inadequate numbers to replace those who leave the profession due to age. To avert an imminent shortage, government must embark on an intense drive to interest younger people into the profession.”

- DOE. (2005). *Teachers for the Future: Meeting Teacher Shortages to Achieve Education For All*. Pretoria: Department of Education (DOE).

ITE graduates vs actual teachers

How many new teacher graduates become teachers?

Becoming a qualified teacher

The difference between being qualified to teach and actually teaching

- ▶ Data on the production of new teacher graduates and data on the employment of new teachers are not integrated but are separate databases.
 - ▶ Difficult to say precisely how many new teacher graduates obtain employment as teachers after graduating
- ▶ But, a substantial proportion of new teacher graduates do not become first-time teachers after graduating

Not becoming a qualified teacher

Why do some ITE graduates not add to the stock of qualified teachers in our schools?

- ▶ Many new teacher graduates are existing teachers who choose to upgrade their teaching qualifications
- ▶ Some ITE graduates have no intention of becoming teachers in South African schools or, if they do, only seek employment in a school some years after completing their studies
- ▶ Also evidence to suggest that some new teacher graduates struggle to find employment as teachers after graduating
- ▶ All these factors whittle down the already insufficient number of graduates who could be added to the stock of qualified teachers

Conclusions and Implications

What must be done?

Implications

What does it all mean?

- ▶ A shortage of adequately qualified and competent teachers
 - ▶ **undermines** South Africa's **educational goals** and
 - ▶ **compromises** the **futures** of our learners
- ▶ To make up the shortfall in South Africa's teacher supply, we need balanced policy interventions
- ▶ **Drive to increase enrolments** in teacher training programmes **must be complemented** by
 - ▶ ensuring that students complete their programmes,
 - ▶ specialise in high-demand subject areas and phases (e.g. the Foundation Phase),
 - ▶ move into the teaching profession with minimal delays and
 - ▶ stay in the school system for longer
- ▶ **Four** specific **policy recommendations**

I. Focus on UNISA

What happens at UNISA matters for the system

- ▶ UNISA plays an increasingly prominent role in teacher training in South Africa
- ▶ Any intervention aiming to increase the production of new teachers substantially must look at
 - ▶ the number of new enrolments in UNISA teacher training programmes
 - ▶ the quality of those programmes
 - ▶ and the extent to which those enrolments are converted into graduations

II. Promote the teaching profession

Make teachers, not just ITE graduates

- ▶ Policies aimed at increasing teacher supply tend to focus primarily on **recruitment into teacher training programmes**
- ▶ Evident that not all students who enrol in the programmes intend to become teachers
- ▶ Efforts should be made to **increase the attractiveness of the teaching profession**
 - ▶ not just increasing the attractiveness of teacher training programmes
- ▶ This requires active promotion of teaching as a vocation and raising the status of the teaching profession in South Africa

III. Increase the absorption of new teacher graduates

Employ new, qualified teachers without delay

- ▶ Given the urgent need for more teachers, it's disconcerting to hear that some new teacher graduates struggle to find employment in the schooling system
- ▶ There appears to be a matching problem,
 - ▶ we have both excess supply (teachers who cannot find employment) and
 - ▶ excess demand (many vacancies at schools)
- ▶ To avoid further erosion of the stock of qualified teachers in South African schools, it is essential that new teacher graduates are absorbed into teaching posts with minimal delay

IV. Expand targeted funding for African-language students

What does it all mean?

- ▶ HEMIS data show that the higher education system is still producing only a small fraction of the number of African-language teacher graduates needed in the system
 - ▶ Urgent intervention is necessary to remedy the situation
- ▶ To **increase** the number of **African-language teachers**, particularly for the foundation phase, it may be necessary to **expand** the **funding opportunities** available specifically to African-language students who enrol in Foundation Phase initial teacher training programmes

Thank you
Questions?

The Funza Lushaka Bursary Programme

No info in HEMIS, drawn from other sources

Year	<i>ITE Programmes</i>		<i>Funza Lushaka Bursary Recipients</i>			
	Enrolments	New	All	All (%)	New	New (%)
2007	29 926	10 950	3 669	12.3	3 669	12.3
2008	34 641	12 807	5 189	15.0	2 881	8.3
2009	42 151	16 553	9 190	21.8	5 744	13.6
2010	52 477	18 832	10 073	19.2	3 745	7.1
2011	74 038	28 947	8 716	11.8	1 732	2.3
2012	86 880	29 737	11 455	13.2	5 527	6.4
2013	94 127	26 503	14 512	15.4	6 847	7.3

The Funza Lushaka Bursary Programme

Has FLBP increased number of new teachers?

- ▶ FLBP aim to fund $\geq 25\%$ of ITE students (best so far $< 22\%$ in 2009)
- ▶ Growth in FLBs coincided with growth in new ITE enrolments, but correlation is not causation
- ▶ 15.5% of ITE students with FLBs \implies of which o.a. only 45% are new bursars \implies of which o.a. only 50% are FTEN
 - ▶ i.e. only small proportion (11.5%) of ITE FTEN receive FLBP support
- ▶ Also, FLBP not just about new ITE students/graduates, but rather about new teachers...
- ▶ Disconcerting reports that FLBP are not being placed in schools after graduating
 - ▶ Bad if best case absorption/uptake scenario is so poor

New BEd enrolments by matric cohort

New BEd enrolments for the 2008 - 2013 Matric cohorts between 2008 and 2014

