SCALING UP EARLY CHILDHOOD DEVELOPMENT (ECD) (0-4 YEARS) IN SOUTH AFRICA

Towards a Job Hierarchy for ECD Provision and Supervision in South Africa, and the Fit of Low-skill Service Providers

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Glossary

Career ladder: enables a progression path within a single professional setting for staff members to assume greater responsibility with greater rewards as they gain experience, knowledge and skills.

Career lattice: a broader pathway, covering the whole field, where a person in a profession can cross from one setting or programme to another for which they have the knowledge and skills.

Career path: the way in which your career develops. The development depends on a variety of factors, such as personal capabilities, skills, experience and the opportunities available for training and advancement.

ECD service: this is a service intended to promote the child’s development offered on a regular basis by someone other than the child’s parent or caregiver – in other words a centre programme of some kind.

Lead professional: a new job role in the UK in which a practitioner is identified to co-ordinate provision and act as a single point of contact for a child and their family when a range of services is involved.

Licensing: establishing licences to individuals for the various roles in ECD service provision involving the demonstration of key competencies and specified qualification and experience levels. This has some similarities to professional registration.

Pedagogue: a term used widely in Europe where it refers to a broad role addressing the whole child, including learning, care and upbringing (rather than the English and South African understanding of pedagogy as relating to teaching). Social pedagogues can work in more than one setting, for example, with young children, youth or adults, but specialise in particular areas.

Sectoral determination: the Minister of Labour is empowered to make a sectoral determination which may, amongst other things, set minimum terms and conditions of employment, including minimum rates of remuneration. Such determinations have been made for several categories of workers, including domestic workers and the hospitality industry, and one is currently being motivated for welfare sector workers.
Acronyms

ABET    Adult Basic Education and Training
ALLSA   Active Learning Libraries of South Africa
CBO     Community-based Organisations
CCF     Child Care Forum
CDW     Child Development Worker
DfES    Department for Education and Skills (UK)
DoE     Department of Education
DoH     Department of Health
DoL     Department of Labour
DoSD    Department of Social Development
ECD     Early Childhood Development
ECE     Early Childhood Education
ECEC    Early Childhood Education and Care
EPWP    Expanded Public Works Programme
EYDCP   Early Years Development and Child Care Partnership (UK)
FET     Further Education and Training
HBC     Home-based Care
IAC     Interim Accreditation Committee
NAEYC   National Association for the Education of Young Children
NGO     Non-governmental Organisation
NIP     National Integrated Plan for ECD
NQF     National Qualifications Framework
OECD    Organisation for Economic Co-operation and Development
SACE    South African Council of Educators
SACECD  South African Congress for Early Childhood Development
SAQA    South African Qualifications Authority
SETA    Sector Education and Training Authority
UK      United Kingdom
USA     United States of America
Executive summary

I. Introduction

Background and purpose

Any mass expansion of Early Childhood Development (ECD) jobs for service provision of a quality that will impact positively on outcomes for children requires that staffing is given serious consideration. Due to historical neglect, the ECD sector is faced with numerous challenges to quality, including an underskilled workforce with low pay and poor conditions of service. If the sector is to grow and be upgraded, it will need to become more attractive as a career option, with incentives to improve qualifications.

White Paper Five: Early Childhood Development (Department of Education, 2001) attributes the variable quality of ECD services and programmes, among other things, to:

- Absence of a mechanism for the professional registration of ECD practitioners/educators and of the requirement that they be registered with the South African Council of Educators;
- Inequities in the qualifications of ECD practitioners/educators; and
- Absence of an accreditation system for trainers of ECD practitioners/educators (Paragraph 2.2.6).

To address these problems, the Department of Education (DoE) “undertakes to expand, over the medium term, its work on practitioner development and career pathing for Reception Year practitioners and Pre-Reception Year practitioners (the target group for this research project). It undertakes to develop best practice models for the management and quality development of Pre-Reception Year programmes” (Paragraph 5.3.4).

Similarly, the National Integrated Plan (NIP) for ECD (Departments of Education, Health and Social Development, 2005) recognises that all ECD practitioners should be supported as professionals with a career path. This plan and other ECD programmes also point to new types of jobs for ECD workers at a variety of levels, for example, family support workers and child development workers. In addition, expansion of the system will create the need for more and different kinds of capacity building, supervisory, monitoring and support job opportunities.

The purpose of this paper is to:

- Identify the job hierarchies and career paths in ECD service provision and supervision needed to deliver access, quality and child outcomes;
- Relate these to the career opportunities for low- and semi-skilled workers and the use of the ECD service sector as a route to job creation and capacity building;
Consider the location of these jobs, for example, non-governmental organisations (NGOs), local government, district offices, community-based organisations (CBOs) and small private businesses;

Review the range of pay scales and expectations, from volunteerism to pay according to a public works stipend to aligning the service delivery agent to some extended pay scale (thereby seeing it as a proper job rather than a special ‘make-work’ opportunity);

Analyse the implications of these for Expanded Public Works Programme (EPWP) training and job hierarchies and the mass expansion of ECD and how these align with requirements of the NIP; and

Make recommendations to government with regard to developing the job hierarchy, service conditions and on how job creation initiatives could better address the current mass expansion programme and the NIP for ECD.

In view of the very broad service package proposed for 0-4 year-olds, many of the service providers will be health practitioners, but in keeping with the ECD job creation focus, this paper discusses the jobs which fall under the Department of Social Development (DoSD) and the DoE.

**Method of investigation**

The methods used for this study included a literature review and interviews with key informants. The literature scanned included information on South Africa's social sector employment projects, including proposals for job creation, a review of the international ECD job hierarchy literature, information from local case studies (Ndingi, Biersteker & Schaffer, 2008) and South Africa’s ECD policy and programmes. Key informants from the public sector, NGOs and on-the-ground service providers (at national, provincial and local level) were interviewed.

**II. Possible career paths for ECD workers in South Africa**

*What are career paths and why is it important to map these for ECD in South Africa?*

Mapping of possible jobs and career paths is important for:

- Providing a structure that can be taken into account in the development of common norms and standards for regulation (licensing);
- Indicating the possible horizontal and vertical progressions between these so that they can as far as possible be taken into account in the development of core qualifications and specialisations; and
- Helping to define the upward mobility or exit opportunities for those who enter low-wage ECD jobs and allow for a broader focus in social sector job creation programmes targeting this sector, and in the South African context may be used to motivate for additional public support for different kinds of jobs.

Job mappings may either follow a career ladder or career lattice approach. A ladder gives the jobs within a single professional setting and a lattice indicates possible
horizontal as well as vertical progression opportunities. For this reason a lattice is the recommendation for ECD jobs in South Africa, though there are certain articulation challenges to be addressed (see section III below). A concern is whether the ECD employment structure could reasonably be expected to raise mobility rates substantially, as this will depend both on supply of better jobs and whether there is a qualifications ‘ceiling’ to be broken through to reach them. A well-organised sector to negotiate for institutional commitments to fill openings with people from lower down the ladder can facilitate mobility.

**Types of ECD jobs and career paths in South Africa: what are the current opportunities?**

Both the Interim Accreditation Committee for Early Childhood Development and the EPWP Social Sector ECD Plan have previously produced career maps for ECD, which is a useful basis for a recommended mapping that takes account of new policy directions in South Africa and changes to the qualifications framework for ECD.

**ECD career paths: international comparisons**

International evidence indicates that service integration, professionalisation, improving service conditions and linking to career paths are issues for ECD in many countries.

Those countries currently tackling professionalisation and career opportunities seriously tend to be higher income countries than South Africa. The qualification base from which they are working is also higher than South Africa’s where minimum standards call for a secondary level certificate in ECD as the basic supervisory qualification for an ECD centre and interim qualification for a Grade R teacher. Career lattices for jobs in a range of ECD settings have been developed by a number of states in the USA. Job roles to provide more integrated ECD opportunities are emerging. In Europe, social pedagogues are expected to include and support parents in a range of ways and work with other professional agencies, and in the UK a lead professional role has been introduced to support effective integrated service delivery. A lead professional is responsible for co-ordinating services for children and young people with additional needs and to act as a single contact point for the child and their family. In both cases evidence is that co-ordinated service delivery has been difficult to achieve for a variety of reasons.

A recommended South African career lattice for ECD takes account of previous mappings in South Africa, international mappings (in particular the career lattices used in the USA) and current jobs outlined in new ECD policies.
### A recommended South African ECD career lattice

#### Table i – Recommendations for a South African ECD career lattice

<table>
<thead>
<tr>
<th>NQF level</th>
<th>In-home care</th>
<th>Formal</th>
<th>Outreach</th>
<th>Regulation, monitoring, training and capacity building</th>
<th>Support services</th>
</tr>
</thead>
<tbody>
<tr>
<td>Level 7/8</td>
<td>Home</td>
<td>Registered ECD programme 0-4 year-olds</td>
<td>Foundation phase class</td>
<td>Community outreach services</td>
<td>State offices</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Teacher R - 3</td>
<td>Director children's centre</td>
<td>Manager of several outreach services</td>
<td>ECD director/manager</td>
</tr>
<tr>
<td></td>
<td></td>
<td>HOD</td>
<td>Director of ECD service organisation</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Special ed teacher</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Level 6/7 degrees and professional qualifications (B Ed, B Soc Work, B Admin, etc.)</td>
<td>Au pair</td>
<td>Supervisor/mentor</td>
<td>Lead teacher</td>
<td>Director of several programmes</td>
<td>Researcher</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Teacher R - 3</td>
<td>Centre manager</td>
<td>Project manager (outreach, child minder networks, IECD projects)</td>
<td>Senior lecturer</td>
</tr>
<tr>
<td></td>
<td></td>
<td>HOD</td>
<td>Toy library manager</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Director children's centre</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Director of ECD service organisation</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Level 5 (diplomas and certificates)</td>
<td>Au pair</td>
<td>Lead teacher</td>
<td>Grade R teacher</td>
<td>Outreach co-ordinator</td>
<td>Registrars</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Teacher</td>
<td></td>
<td></td>
<td>NCV lecturer</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Level 4 trainer</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Supervisor/Principal mentor for Level 4</td>
<td></td>
<td></td>
<td>Internal moderator</td>
</tr>
<tr>
<td></td>
<td></td>
<td>ECD practitioner</td>
<td></td>
<td></td>
<td>Assessor</td>
</tr>
</tbody>
</table>

### Education and training institutions

- Lecture
- Research assistant
- Finance manager
- Office manager

### Various locations

- Researcher
- Senior lecturer
- Department head
- Materials developer
- Curriculum specialist
- Lecturer
- Research assistant
- Finance manager
- Office manager
<table>
<thead>
<tr>
<th>NQF level</th>
<th>Home</th>
<th>Formal</th>
<th>Outreach</th>
<th>Regulation, monitoring, training and capacity building</th>
<th>Support services</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Level 4</strong></td>
<td>ECD practitioner</td>
<td>Mentor for Level 1</td>
<td>ECD practitioner</td>
<td>Support and development worker/team leader</td>
<td>SETA assessor</td>
</tr>
<tr>
<td>Au pair</td>
<td>Childminder</td>
<td>Babysitter</td>
<td>Childminder</td>
<td>Social work auxiliary</td>
<td>Social work auxiliary</td>
</tr>
<tr>
<td>Childminder</td>
<td>Babysitter</td>
<td>Babysitter</td>
<td>Childminder</td>
<td>Child development workers</td>
<td>Child development workers</td>
</tr>
<tr>
<td>Babysitter</td>
<td>Babysitter</td>
<td>Babysitter</td>
<td>Babysitter</td>
<td>Professional development officers</td>
<td>Professional development officers</td>
</tr>
<tr>
<td><strong>Level 3</strong></td>
<td>ECD care worker (EPWP term) Assistant</td>
<td>Playgroup assistant</td>
<td>Playgroup assistant</td>
<td>Development Support worker (Comm Dev Level 3, ECD spec)</td>
<td>Development Support worker (Comm Dev Level 3, ECD spec)</td>
</tr>
<tr>
<td>Childminder</td>
<td>Nanny/domestic Babysitter</td>
<td>Hospital visitor</td>
<td>Hospital visitor</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Nanny/domestic Babysitter</td>
<td>Babysitter</td>
<td>Babysitter</td>
<td>Babysitter</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Level 1</strong></td>
<td>Childminder</td>
<td>Volunteer</td>
<td>Volunteer</td>
<td>Development outreach worker (link to services)</td>
<td>Seafarer</td>
</tr>
<tr>
<td>Childminder</td>
<td>Nanny/Domestic</td>
<td>Volunteer</td>
<td>Volunteer</td>
<td>Assistant home visitor</td>
<td>Caretaker</td>
</tr>
<tr>
<td>Nanny/Domestic</td>
<td></td>
<td>Volunteer</td>
<td>Volunteer</td>
<td>Safe house mother</td>
<td>Caretaker</td>
</tr>
<tr>
<td><strong>Skills Progs at Levels 1/2/3/4 plus at least Grade 7</strong></td>
<td>Childminder</td>
<td>Volunteer</td>
<td>Volunteer</td>
<td>Child development workers</td>
<td>Driver</td>
</tr>
<tr>
<td>Childminder</td>
<td>Nanny/Domestic</td>
<td>Volunteer</td>
<td>Volunteer</td>
<td>Social work auxiliary</td>
<td>Gardener</td>
</tr>
<tr>
<td>Nanny/Domestic</td>
<td></td>
<td>Volunteer</td>
<td>Volunteer</td>
<td>Child development workers</td>
<td>Caretaker</td>
</tr>
<tr>
<td><strong>ABET</strong></td>
<td>Childminder</td>
<td>Parent</td>
<td>Volunteer</td>
<td>Volunteers</td>
<td>Cook</td>
</tr>
</tbody>
</table>
III. Linking ECD jobs to professional norms and standards

Two possible routes for linking ECD jobs to norms and standards are in development in South Africa.

Registration with a professional body (professional licensing of individual practitioners)

The function of these bodies is to safeguard standards within the profession. It also raises the status of those working in the sector which may, but does not necessarily, improve salaries and service conditions. Only registered persons may practice in the sector and registration requires specified professional qualifications, continuing professional education and adherence to a code of conduct.

Currently ECD practitioners working in Grade R classes are required to register with the South African Council of Educators (SACE), and a possibility is that this could be extended to other practitioners working directly with children. An alternative route is the Social Services Professions Council. This is more aligned to community and outreach ECD service jobs, but could also apply to practitioners working in centres, as new draft legislation is providing for a category of child and youth care worker.

Issues to be considered before going the professional registration route include the limited number of levels of registration. The lowest is National Qualifications Framework (NQF) Level 4 as an auxiliary social services professional or conditional registration as an educator. At this stage many workers in the ECD sector are below this level and the professional registration process might become an exclusionary rather than an enabling mechanism. Registration fees are also a burden for low-paid practitioners. Finally, consideration needs to be given to the implications for job mobility of having more than one professional registration in the sector.

Regulations by government notice under relevant legislation

These regulations include, for example, the Children’s Act (licensing of ECD facilities and programmes which includes staffing determinations), and are the second possible route for linking ECD jobs to norms and standards. The specification of staff qualifications and programme responsibilities by government notice as an aspect of broader requirements for registration of ECD services is an established practice and is a way that norms and standards are enforced. Whilst staffing information required for the quality assurance process is currently limited, it would be very simple to develop this. An advantage is that it is inclusive of all job levels.

A combination of the two routes is also a possibility and is the approach being introduced in some states in the USA particularly.
IV. The ECD sector as a route for job creation, capacity building and career opportunities for low- and semi-skilled workers

**Job opportunities in the sector**

The EPWP ECD plan provides for a number of training opportunities at NQF Levels 1, 4 and 5 and is well aligned to addressing training backlogs in the ECD sector and upgrading of existing provision. However, it is rolling out slowly and would not in its present form allow for significant expansion of the sector as a whole, as it is targeted to practitioners in existing employment. To improve quality, some provinces are tracking the same participants through different training levels, which reduces the number of beneficiaries but is realistic in terms of challenges to sustainable (paying) exit opportunities and serves the sector need for improved qualifications.

Certain job categories indicated in the Massification of ECD document and the NIP are not included in current EPWP plans but could be made possible by a further EPWP allocation for social sector job creation announced in President Thabo Mbeki’s 2008 *State of the Nation* address. These include child development workers and graduates to assist with registration, monitoring and support of centre facilities for young children.

Childminding (caring for six or fewer children in the home of the provider) is a potentially significant small business opportunity, particularly if it could be linked with supervisory support, and should be further explored.

**Institutional locations for different ECD jobs**

A lack of clarity about institutional locations for certain categories of jobs, in particular those falling into the community- and home-based ECD servicing options, needs to be resolved. Currently these services are run by NGOs, although erratic funding streams are a problem. Significant scaling up would require the establishment of larger, more viable intermediary structures and/or expansion of government support or posts at provincial and especially local level.

**Determining minimum conditions of service/remuneration levels**

The issue of wages and services conditions for ECD practitioners of all kinds needs to be addressed. Local and international evidence is clear that reasonable wages and service conditions for those working with young children are essential to attracting and retaining good quality workers in the sector. In a sector that is largely private and informal there should be immediate and concerted efforts to secure a sectoral determination of a minimum wage via the Department of Labour (DoL). The fact that such a process is under way for workers in the welfare sector suggests that this could be achieved. Concerns that going the route of a sectoral determination might affect mobility into the education sector must be addressed.

A clear distinction should be made between volunteerism, ‘make-work’ opportunities and the need for salaried jobs. Volunteerism on an ad hoc basis in support of core ECD jobs should be encouraged. However, so-called ‘volunteers’ tend to be performing too many core functions, which should be paid and accountable. Staff and
capacity-building investments are often lost due to ECD workers not being able to afford to continue in their low-paid jobs. In the context of the EPWP, practitioners who have received stipends while training are often required to return to salaries lower than these once they have qualified. Higher per capita ECD subsidies for qualifying children in subsidised ECD facilities are expected to ameliorate this but subsidisation will not on its own address the needs. The possibility of establishment posts for ECD facilities similar to the option for Grade R classes provided for in the DoE’s Grade R funding norms should be investigated.

V. Implications for scaling up of ECD services (0-4 years) and creating ECD jobs

On the basis of this review, the following recommendations are made with regard to the ECD supervisory and job hierarchy needed for the mass expansion of ECD services for children aged 0-4 years through both formal and community- and home-based services.

1. There should be a consultation process with sectoral stakeholders to discuss and agree on a South African ECD career lattice. This would involve:

   - Agreeing on the different jobs and determining of experience levels as well as qualifications for the different jobs;
   - Resolving issues of horizontal as well as vertical progression, particularly where there is a cross-over of ‘education’ and ‘social welfare’ job functions;
   - Once career paths are established, stakeholder groups negotiating with relevant government departments about different institutional locations for core jobs, management and supervisory roles; and
   - Putting measures in place to facilitate workers in lower job categories in different institutional settings to progress to higher-level jobs.

2. The implications of professional registration should be considered in terms of:

   - Possibilities of registration with SACE for those working directly with children and with the Council for Social Service Professionals for workers in community and outreach positions and whether this would hinder horizontal mobility in the career lattice;
   - Where lower skill levels will fit if a professional registration route is taken and whether this will unintentionally act as an exclusionary factor;
   - How professional councils would play an enabling role for ECD members in terms of professional development;
   - Whether the current mechanism of ensuring norms and standards by regulation under legislation is not a simpler route to quality assurance which could be developed to have a greater focus on staffing.
3. A sectoral determination for minimum service conditions, especially wage levels for ECD workers, should be explored by stakeholders with the DoL, and as part of this process clarity should be gained to ensure that this does not cut off professional opportunities, for example, through registration with the SACE or the Social Services Professions Council.

4. Job creation schemes should provide for additional job categories. These would include ‘registration assistants’ and child development workers as outlined in the Massification of ECD Strategy, and childminder, playgroup leaders and parent educators as outlined in the NIP and EPWP. Childminding is a potentially significant area for developing of small businesses, provided that adequate support and supervision are available, and should be considered for skills programmes.
1. Introduction

1.1 Background and purpose

This paper is one of a series developed to inform the Scaling up ECD Services (0-4 years) Research Project. The purpose is to improve the evidence base supporting implementation of government's vision for ECD, set out in the NIIP for ECD and EPWP of scaling up integrated services and creating jobs in the ECD sector. This component of the study focuses on the job hierarchy required for the ECD service mandates of the DoSD and DoE. It does not include employment in the health sector, though it does include job descriptions which address linkages to the primary health care system.

Any mass expansion of ECD jobs for service provision of a quality that will impact positively on outcomes for children requires that the staffing is given serious consideration. Due to historical neglect of ECD services in South Africa, the sector is faced with numerous challenges to quality including an underskilled workforce with low pay and poor conditions of service, poor infrastructure and support and the dearth of highly qualified ECD specialists to take on the leadership in all parts of the sector including government departments, NGOs, education and training providers as well as indirect services to children (for example, Biersteker & Dawes, 2008; SAIDE, 2005; SAQA, 2007; September, Du Toit, Kvalsvig & Koopman, 2007 and Short & Pillay, 2002). If the sector is to grow and be upgraded, it will need to become more attractive as a career option with incentives to improve qualifications.

The professionalisation of ECD is a worldwide trend intended to improve quality and child outcomes (UNESCO, 2006). Ackerman's (2004) extensive review of the USA literature found that aspects of quality are present more often when ECD teachers have received training specifically related to early childhood. White Paper Five: Early Childhood Development (Department of Education, 2001) attributes the variable quality of ECD services and programmes among other things to:

- Absence of a mechanism for the professional registration of ECD practitioners/educators and of the requirement that they be registered with the South African Council of Educators;
- Inequities in the qualifications of ECD practitioners/educators; and
- Absence of an accreditation system for trainers of ECD practitioners/educators (Paragraph 2.2.6).

To address these problems, the DoE “undertakes to expand, over the medium term, its work on practitioner development and career pathing for Reception Year practitioners and Pre-Reception Year practitioners (the target group for this research project). It undertakes to develop best practice models for the management and quality development of Pre-Reception Year programmes” (Paragraph 5.3.4).

Similarly, the NIP for ECD (Department of Education, Department of Health, & Department of Social Development, 2005) recognises that all ECD practitioners
should be supported as professionals with a career path. This plan and other programmes aimed at the development of the sector for children under the age of five (i.e. ECD Centres as Resources of support for poor and vulnerable young children and their families (including OVC)) (Departments of Social Development & Education 2006; the Massification of ECD Concept Document (Departments of Education and Social Development 2006)), also points to new types of jobs for ECD workers at a variety of levels, for example, family support workers and child development workers. In addition expansion of the system will create the need for more and different kinds of capacity building, supervisory, monitoring and support job opportunities.

The purpose of this paper is to:

- Identify the job hierarchies and career paths in ECD service provision and supervision needed to deliver access, quality and child outcomes;

- Relate these to the career opportunities for low and semi skilled workers and the use of the ECD service sector as a route to job creation and capacity building;

- Consider the location of certain of these jobs e.g. NGOs, local government, district offices, CBOs and small private businesses;

- Review the range of pay scales and expectations, from volunteerism, to pay according to a public works stipend, to aligning the service delivery agent to some extended pay scale (thereby seeing it as a proper job rather than a special make-work opportunity);

- Analyse the implications of these for EPWP training and job hierarchies and the mass expansion of ECD and how these align with requirements of the NIP; and

- Make recommendations to government with regard to developing the job hierarchy, service conditions and on how job creation initiatives could better address the current mass expansion programme and NIP for ECD.

### 1.2 Method of investigation

The methods used for this study included:

A literature review and a document scan, including:

- South Africa’s social sector employment projects, the international literature on ECD job hierarchies, local case studies (Ndingi et al., 2008) and links to South African ECD policy and programmes;

- Proposals for job creation by HST/DBSA and others; and

- Existing ECD research, indicating kinds of job roles, gaps and challenges.

Interviews with key informants from the public sector, NGOs and on-the-ground service deliverers (at national, provincial and local level) (see Appendix 1 for the interview schedule).
The paper is organised as follows: Section 2 provides an overview of the current job situation and career paths in the sector and highlights the gaps in relation to the needs of the NIP (including quality improvement), ECD job typologies and career paths in other countries, and maps possibilities for South Africa. Section 3 looks at possible mechanisms for linking ECD jobs to wage levels and norms and standards. Section 4 examines the use of the ECD service sector as a route to capacity building, job creation and career opportunities for low- and semi-skilled workers, including location of these jobs, as well as some of the challenges around volunteerism, ‘make-work’ opportunity wages and formal salary scales. In Section 5, recommendations are made for facilitating the upscaling of ECD services for 0-4 year-olds of an acceptable quality while creating skills and jobs.

In view of the very broad service package proposed for 0-4 year-olds, many of the service providers will be health practitioners, but in keeping with the ECD job creation focus, this paper discusses the jobs which fall under the DoSD and the DoE.1

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1 A listing of health sector jobs which serve young children directly or indirectly is included in the specification of existing and possible ECD careers in Table 3.
2. Possible career paths in ECD

2.1 What are career paths and why is it important to map these for ECD in South Africa?

What are the chances of upward mobility for those who enter low-wage jobs in the ECD sector? In terms of job creation, an argument is that poverty wage jobs are not a problem because they are stepping stones to better jobs, not the beginning of dead-end careers (Mitnik & Zeidenberg, 2007). Frameworks for career progression are seen as important in creating such mobility. For example, the Organisation for Economic Co-operation and Development’s (OECD’s) *Starting Strong* 11 review of early childhood education (ECE) and care services (OECD, 2006) indicates that a high proportion of unskilled low-paid women are commonly hired in child care and attributes this to:

- A conception of the work as being primarily a question of physical care, health and hygiene; and
- The lack of a framework clearly linking skills development with career progression (author’s emphasis).

The OECD review sounds a warning that “all countries in the coming years will have to address the professional education, status, pay and working conditions of ECEC staff. If not, the sector will remain, at least in some countries, unproductive where quality and child outcomes are concerned, and non-competitive with other sectors for the recruitment and retention of staff” (p 170).

The international evidence thus indicates that the South African situation is by no means unique but also that there is an opportunity as we move towards a different conceptualisation of services to address the career path issue linked to rewards in that in “countries with integrated services conditions for workers are considerably better as in general thought has been given to making clear professional profiles with fixed salaries and work condition” (p 163).

Both the DoE and South African Congress for ECD (SACECD), a structure representing practitioners, have identified the need for all of these jobs to be mapped. From the DoE perspective, mapping jobs and articulating the pathways are needed so that qualifications can be aligned, the sector professionalised and departments can be clear about what jobs are needed to motivate to government for employment in the sector (interview, 21 November 2007). The SACECD spokesperson similarly considers that, “the sector should develop itself, put milestones in place… establish the type of jobs, career path, type of qualifications. Then we will be able to negotiate with the public sector to be one of our employers, then, with the private sector we will be able to provide services people will be willing to pay for”. SACECD acknowledges that there has been a focus on ECD practitioners and that they “don’t talk about other practitioners that can actually bring value to the sector in general, possibly due to a lack of research”.

A job mapping could therefore:

- Provide a structure that could be taken into account in the development of common norms and standards for regulation (licensing);
- Be used to motivate for additional public support for different kinds of jobs;
- Indicate the possible horizontal and vertical progressions between these so that these can as far as possible be taken into account in the development of core qualifications and specialisations; and
- Help to define the upward mobility or exit opportunities for those who enter low-wage ECD jobs and allow for a broader focus in social sector job creation programmes targeting this sector.

2.1.1 Career ladders and lattices

A distinction is found in the literature between a career ladder and a career lattice. A career ladder enables a progression within a single professional setting for staff members to assume greater responsibility with greater rewards as they gain experience, knowledge and skills (Professional Preparation and Development Committee of the Vermont Early Childhood Work Group, 1998). So, for example, an assistant ECD practitioner might progress to becoming a practitioner with a class of his or her own to becoming a supervisor. A career lattice is broader and “represents a progression of roles and levels that practitioners can achieve and identifies pathways between these” (McDonnel, 1999) and thus enables a person to cross from one setting or programme to another for which they have the knowledge and skills (Professional Preparation and Development Committee of the Vermont Early Childhood Work Group, 1998). For example, a practitioner working in a centre programme might move into family support work with young children. The purpose of the ECD career lattices has usually been to attempt to standardise the minimum professional knowledge and competencies of all staff working in particular states and sometimes incentives may be given to move to higher steps on the career ladder (Ackerman, 2004). These roles are more differentiated but not dissimilar to those given for SAQA ECD Levels. In the South African context where policy developments identify the sector roles quite broadly and propose an integrative approach, the career lattice with its greater mobility would be preferable, though there may be challenges for horizontal mobility due to sectoral qualification requirements.

The initiation of a more comprehensive approach to ECD services requires consideration of a wide range of jobs and career possibilities some of which have not yet been specified though there are emerging possibilities.

More differentiated career paths are important, not only for the drive to professionalise ECD (especially with regard to its educational aspects), thus improving quality, which is a global trend for early childhood services, including the UK, Canada, the USA, New Zealand, Albania, Lesotho, Uganda and many other countries (Ackerman, 2004; www.cwdcouncil.org.uk; Ministry of Children and Youth Services, [Ontario], 2008; and UNESCO, 2006), but also for job creation. EPWP social sector funding is related to the skilling of low- and semi-skilled women with a view to their inclusion in more sustainable jobs, and this would increase the options.
Mitnik and Zeidenberg (2007) caution that there is no certainty that career ladders can offer mobility from low wage jobs, because factors governing possibilities for advancement are numerous. For example, there would need to be employment structures in which there were significantly more jobs at each wage level compared with the preceding one and in the child care sector in the US and elsewhere the proportion of ‘bad jobs’ is much higher than the proportion of ‘good jobs’. There are often educational barriers to better jobs and low-level workers would need to be supported to get these so as to be able to advance. Some investment is currently being made in this in ECD in South Africa. Mechanisms that could assist for a career ladder strategy to help low wage workers include:

1. “Institutional arrangements that involve a level of commitment from employers to fill openings with people holding jobs lower down the ladder” (may be a union contract or less formal commitment).
2. “Arrangement of jobs may be the result of more or less widely shared normative expectations about the previous positions that a candidate for a certain class of job should have had” (Mitnik & Zeidenberg, 2007:8).

The former would be difficult to achieve in the ECD sector that is not organised and largely private and informal, but the latter could be achieved through regulation.

The question is therefore whether the ECD employment structure could reasonably be expected to raise the mobility rates substantially, or would workers more easily move up by moving out? How far, realistically, could the kinds of people currently targeted for upgrading be expected to go and would the rewards in the ECD sector equal rewards for the same level of worker in other sectors? Currently many ECD workers earn less than hospitality sector workers or even the domestic worker minimum.

2.2 Types of ECD jobs and career paths in South Africa: what are the current opportunities?

2.2.1 ECD job mappings in South Africa

In the last decade there have been two sketches of possible ECD jobs for South Africa. One was a consultative document developed by the Interim Accreditation Committee (IAC), which was the forerunner of the ECD Standards Generating Body (Interim Accreditation Committee, 1997) to inform the development of ECD qualifications, and the other by the Social Cluster as part of mapping exit opportunities for beneficiaries of the EPWP ECD job creation programme (Department of Social Development, Department of Education & Department of Health, 2004).
The IAC proposed professional development and career matrix

The IAC document provides a listing of possible job roles related to different qualification levels. These are given in Table 1 and provide for a wide range of roles at different levels. The categories for ECD centre staff are based on the three ranges for which the first SAQA ECD qualifications and standards were developed. While standards developed included only NQF Levels 1, 4 and 5 with management electives at two levels, the matrix indicated a wide range of possibilities. What is less clear is how much horizontal articulation there would be between roles as different training streams and range specializations are required. For example, to be a Grade 1 to 3 educator, a schooling qualification is necessary. The ECD qualifications up to Level 5 do not yet articulate with this. Neither is it clear how a range specialisation for working with babies and toddlers would be transferable to work with older children.

ECD career paths as conceptualised in the EPWP Social Sector ECD Programme

To date, in terms of social sector job creation for ECD through the EPWP, there has been a focus on creation of a narrow range of jobs linked to centre based services for young children. In view of its objectives of addressing unemployment whilst simultaneously addressing the low skills base and shortage of services for young children the programme has focused on low-skill and entry-level jobs (Department of Social Development et al., 2004). Similarly, research commissioned by the DBSA and EPWP exploring job possibilities including the ECD sector has focused on very low skill and entry-level jobs (Friedman, Bhengu, Mothibe, Reynolds & Mafuleka, 2006). The social sector model provides for unemployed to enter EPWP and obtain work experience and training under special conditions of employment (in NGOs and CBOs). After a maximum of two years they would exit to one of the following:

- Employment with a new major employer;
- Further education and training;
- Self-employment; or
- Ongoing employment with the same employer at normal conditions of employment (Plaatjies & Nicolau-Manias, 2005).

Whilst in training, monthly stipends are R500 for NQF Levels 1 and 2, R750 for NQF Level 3, R750 and R1,000 for NQF Level 4 and R1,200 for a Level 5 certificate.

Because of the need to specify exit opportunities, the EPWP Social Sector Plan includes a mapping of a progression of ECD jobs, as seen in Figure 1.

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2 Range statements indicate the specific contexts within which the learners are required to demonstrate applied competence. In the first South African Qualifications Authority (SAQA) qualifications and standards generated for ECD it was in one of the following developmental phases / settings: 0-3 years (group or informal or family settings), 2-6 years (group for informal or family settings) and 5-9 years (group or informal settings).
Towards a Job Hierarchy for ECD Provision and Supervision in South Africa, and the Fit of Low-skill Service Providers

<table>
<thead>
<tr>
<th>Level</th>
<th>Children 0-3 baby/toddler phase</th>
<th>Children 2 – 6 preschool phase</th>
<th>Children 5-9, foundation phase</th>
<th>Children 0-6, home-based</th>
<th>Adult/child family programmes</th>
<th>Adult: training practitioner support</th>
<th>Adult: developer</th>
<th>Administration management</th>
</tr>
</thead>
<tbody>
<tr>
<td>5 (NQF 7/8)</td>
<td>Programme/ Materials developer baby care</td>
<td>Programme/ Materials developer special</td>
<td>Programme/ Materials developer special</td>
<td>Programme / Materials developer</td>
<td>Programme / Materials developer</td>
<td>Senior trainer/lecturer HET</td>
<td>Senior planner</td>
<td>Institutional administrator</td>
</tr>
<tr>
<td></td>
<td>Lead/senior teacher</td>
<td>Lead/senior teacher</td>
<td>Lead/senior teacher</td>
<td>Lead/senior teacher</td>
<td>Lead/senior teacher</td>
<td>Lead/senior teacher</td>
<td>Lead/senior teacher</td>
<td>Lead/senior teacher</td>
</tr>
<tr>
<td>4 (NQF 6)</td>
<td>Baby care supervisor Nursery teacher</td>
<td>Teacher Playgroup supervisor</td>
<td>Teacher</td>
<td>Programme supervisor/ Co-ordinator</td>
<td>Programme supervisor/ Co-ordinator</td>
<td>Trainer/ lecturer (NQF 5) Training Co-ordinator</td>
<td>Trainer/ lecturer (NQF 5) Training Co-ordinator</td>
<td>Trainer/ lecturer (NQF 5) Training Co-ordinator</td>
</tr>
<tr>
<td>3 (NQF 5)</td>
<td>Baby care assistant Nursery assistant</td>
<td>Assistant teacher</td>
<td>Assistant teacher</td>
<td>Childminder</td>
<td>Childminder</td>
<td>Home-visitor</td>
<td>Home-visitor</td>
<td>Home-visitor</td>
</tr>
<tr>
<td>2 (FETC)</td>
<td>Baby/toddler caregiver</td>
<td>Preschool caregiver Playgroup assistant</td>
<td>After-school caregiver</td>
<td>Childminder</td>
<td>Childminder</td>
<td>Assistant home visitor</td>
<td>Assistant home visitor</td>
<td>Assistant home visitor</td>
</tr>
<tr>
<td>1 (GETC)</td>
<td>Baby/toddler caregiver</td>
<td>Preschool caregiver Playgroup assistant</td>
<td>After-school caregiver</td>
<td>Childminder</td>
<td>Childminder</td>
<td>Assistant home visitor</td>
<td>Assistant home visitor</td>
<td>Assistant home visitor</td>
</tr>
</tbody>
</table>

Source: Adapted from IAC 1997: 25
The figure provides a useful starting point for the mapping of possible ECD jobs given in Section 2.3. However, because it gives the minimum requirement for each job, it tends to reinforce the unfortunate notion that ECD practitioners working with younger children outside of the schooling sector need lower qualifications, or that teaching Grade R children would be a promotion over teaching younger children.  

Information from an accredited training provider which trains and places *au pairs* suggests that this role could be further differentiated into ‘nanny’ domestics, childminders and *au pairs*.

The playgroup facilitators referred to in Figure 1 relate to skills programmes for the Parents Informing Parents model in the EPWP which has been finalised or implemented. According to the plan, this would be a programme providing for short three-month employment opportunities for 3,000 unemployed parents through existing schools and local authorities. Training would be provided in nutrition, healthcare and cognitive development to boost the care of poor children outside of ECD services. Secondly, parents would be trained in playgroup work. Once trained, parents would either educate other parents or could facilitate stimulation playgroups.
for children whose families cannot afford ECD services. There is, however, no location of parent educators on the job opportunity ladder. Some of these would be performing similar functions to the Family Outreach Workers in the ECD centres as resources of care and support for the poor and vulnerable young children programme being trialled by the DoSD (Departments of Social Development & Education, 2006).

**Job categories in the Massification of ECD Concept document**

The ECD Overview in Figure 1 also makes no provision for two job new job categories introduced in the ECD Massification Strategy (Department of Education, 2006), the Child Development Worker and what might be termed a ‘Registration Assistant’. The role of the Child Development Workers is described as monitoring the health, care and education of poor and vulnerable children in the 0-4 year age cohort at household level in all municipalities and referring children to the relevant service. The Child Development Worker will be working in close collaboration with the Community Development Workers in the municipalities, monitoring at least 200 children in each of the 234 municipalities. Community Development Workers who are used in the poverty alleviation programmes of the DoSD, as well as for local government which supports them financially and functionally, have a shorter training than tertiary trained development workers (Luka, 2005). However, duties of Child Development Workers listed in the Massification of ECD Concept Document suggest that this may well be a tertiary level job or that there may be different levels of intervention requiring different levels of skill. Duties include:

- Creation of partnerships within government and NGOs;
- Managing training of practitioners and support staff in the municipality;
- Providing opportunities for families to meet and share information;
- Identification of support for early stimulation;
- Monitoring adherence to minimum standards; and
- Identification of possible funding opportunities in each area.

The ‘Registration Assistant’ opportunity targets unemployed youth with a tertiary qualification in Social Work, Health or Education who would provide assistance to Social Workers in the provinces responsible for registering ECD sites. Their tasks could include:

- Verification of current registration of all ECD sites;
- Identification of unregistered sites and sites whose registration has lapsed; and
- Assist in the registration process of the unregistered sites.

In fact, the Western Cape DoSD, as part of its EPWP, has used unemployed youth with at least a matric in this role, and report that this has been effective. However

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4 This has also been introduced in a number of other provinces (personal communication, Dr Maria Mabetoa, April 2008).
they indicate that fieldworkers in ECD units proposed for the district offices should be properly trained for ECD as the interns only had a short period of training over three days.

**Other job possibilities for home and community ECD services**

A mapping of community and home-based programmes targeting babies and children under 4 years commissioned by UNICEF on behalf of the Interdepartmental Committee for ECD (Biersteker, 2007) identified a number of emerging job roles in current ECD service provision which articulate with the NIP for ECD’s intention that the majority of ECD services will be at community and home level. Most of these programmes include field management jobs (sometimes at more than one level) and field staff. Typically, in addition to supervision and monitoring of the ‘foot soldier’ programme staffing (which would include roles similar to those of the Family Outreach Workers articulated in the ECD Centres as Resources of Support programme and the playgroup assistants or playgroup leaders in Figure 1), this manager/co-ordinator is responsible for local networking, some training, logistics and collating reports for the service provider.

**2.3 ECD career paths: international comparisons**

**2.3.1 ECD careers in higher income countries**

Most available information on ECD career paths in other countries relates to the management and delivery of group care and education for young children. In countries where early childhood services are more developed, there are many more differentiated job roles and options in formal ECD services than in South Africa.

**The USA experience**

In the USA, many states have introduced career lattices that describe the education, experience and skills needed to increase one’s teaching qualification to assist ECE teachers to determine their further professional development. The idea, following a National Commission on teacher education in 1996, is that there should be a continuum of teacher learning from recruitment and pre-service education through licensing, hiring and induction into the profession to advanced certification and ongoing professional development. This is often linked to licensure. Some states offer incentives in the form of cash bonuses for continuing professional development and many contribute to tuition costs. An example of a career ladder for teachers is the six-level California Child Development Permit Matrix from assistant – associate teacher – teacher – master teacher – site supervisor – programme director (Ackerman, 2004).

While most career ladders apply to early childhood centres, some states in the USA have developed guides for a wider range of programmes, noting opportunities for employment and career mobility across programmes (McDonnel, 1999 and Professional Preparation and Development Committee of the Vermont Early Childhood Work Group, 1998). An example is the Vermont Career Lattice given in Appendix 2).
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**OECD countries**

The *Starting Strong 11* (OECD, 2006) review of early childhood care and education in 20 countries included Australia, Canada, USA, UK, several European countries, Korea and Mexico. This found that that where there is a child care/early education split in service delivery, qualified teachers tend to work in early education and workers in child care for younger children (in the OECD case this is 0-3 years) tend to be lower trained. Moss (2006) notes that this split in the workforce, with limited cross-over between teachers working in school-based early education system services and child care workers in non-school centres such as family day carers and other home-based carers, does not only apply to where different types of staff work, but also to material conditions of service.

In many countries child care services tend to remain hierarchical, with a few professionals managing a majority of auxiliary staff who care for and interact with the children. A number of countries have attempted to get beyond the historical child care/education split by moving towards or already achieving an integrated approach to early years services. The Nordic countries have made most progress with this. In countries which have integrated services for 1-6 year-olds, a core lead professional profile has emerged. Tertiary trained pedagogues or early childhood educators work directly with children right across the age range. Trained child care assistants, with primary responsibility for care, work alongside these pedagogues but are viewed as equal members of the work team rather than auxiliaries.

Family day care is a dominant form of child care provision for children under three in many OECD countries, and in some is regulated and integrated into the state early childhood system. In other countries they have minimal or no training and often are unlicensed with no external supervision.

**European Union**

Oberhuemer (2000) identifies four types of professional roles for early childhood professionals in EU countries, including:

- Early childhood pedagogue (working with birth to compulsory school going age);
- Preschool specialist (working with two to three years prior to school entry);
- Teacher-nursery and primary education (working with age 3 to 11/12); and
- Social pedagogue (working with various work fields, including ECE).

While there are different qualification requirements in different countries, the professionals referred to by Oberhuemer usually have specialist tertiary ECD training

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3 The term pedagogue is used widely in Europe where it refers to a broad role addressing the whole child, including learning, care and upbringing, rather than the English understanding of pedagogy as relating to teaching. Pedagogues can work in more than one setting, for example, young children, youth or with adults, but specialise in particular areas.
(OECD, 2006) but child care assistants, who may help with children over three or staff infant and toddler units, have secondary level vocational training.

Oberhuemer explains that there is a conscious move to extend the traditional educational perspective of creating a stimulating learning environment to a new kind of professional role including the following dimensions:

- “Conceptualizing and developing a program – in dialogue with parents, providers and representatives of the local community – that reflects both the needs of individual children and families and the specific location of the centre.

- Presenting and legitimating professional practice in front of a lay audience (e.g. local politicians, interested citizens).

- Developing a wide spectrum of participatory roles for a broad range of parents.

- Developing specific strategies for involving fathers and parents from minority ethnic backgrounds.

- Linking educational activities for children with community network activities for families.

- Supporting parent self-help groups.

- Co-operating with other professional agencies on a regular basis (educational, medical and therapeutic services).


While the context in which these practitioners are called to take on these roles is far better resource d than in South Africa, the required dimensions in terms of engaging the community, working in an integrated way and supporting the family are the same that emerging programming (for example, ECD centres as resources of care and support) requires of practitioners in South Africa. Oberhuemer warns that there may be some resistance to expansion of the teaching job role, given that studies in the USA indicate that staff members feel that early childhood education centres should serve children rather than families. This focus on children in the centre is likely to be relevant in the South African context too, as is indicated by an evaluation of an Enrichment Centre Pilot Project in the Western Cape (Biersteker, 2006).

**United Kingdom**

In the UK, based on the Children’s Workforce Strategy, the Children’s Work Development Council is driving workforce development through creation of new training opportunities, career development and flexible career pathways between sectors, as defined by the Children's Workforce Strategy (http://www.cwdcouncil.org.uk). While the Early Years workers are required to have a common core of skills and knowledge, there are some clearly defined roles, including:

- Graduate level managers and leaders (Levels 6 and 7) including those working to a National Professional Qualification in Integrated Centre Leadership;
• Supervisory staff with responsibility for co-ordinating various aspects of early years work including, in some situations taking on a management role;
• Qualified teachers and school support staff whose training or experience may have focused on early years education; and
• A wider team who take on a range of responsibilities relating to the smooth operation of an early years setting including home-based settings and children’s education and care.

All those working in full-day settings should be qualified at Level 3 (a national diploma or certificate) by 2015.

The following early years roles are linked to the National Qualifications Framework for England, Wales and Northern Ireland, at various levels:

• Level 2 – assistant early years practitioner (First Diploma/Certificate⁶);
• Level 3 – early years practitioner (National Diploma/Certificate);
• Level 4 – senior early years practitioner (First Degree or Higher National Diploma);
• Level 5 – assistant early years professional (Foundation degree or equivalent);
• Level 6 – early years professional at an equivalent level to qualified teachers (Honours degree level); and
• Level 7 – leader/manager (Master’s degree).

Local level Early Years Development and Child Care Partnerships (EYDCPs) and integration of education and social services within local authorities could potentially generate a number of job possibilities, as could the move within this strategy to a more entrepreneurial approach to early years services with a view to making them sustainable (Osgood, 2004). More administrative, training and supervisory opportunities become possible with expansion, an example being a co-ordinator of a childminding network.

**Job roles related to integrated service delivery**

In the previous section we discussed the *social pedagogue* whose role is to provide a more integrated opportunity for children and families around a learning centre. We now turn to the role where someone co-ordinates services at the point of delivery, the child.

The challenges of delivering of integrated services are well known (for example, OECD, 2006 and UNESCO, 2006), and this may require a different kind of job role. Atkinson, Doherty and Kinder (2005), National Foundation for Educational Research, UK, report on a study looking at multi-agency working involving

⁶ Approximately Level 4 in South Africa.
professionals from the education, social services and health sectors of the local authorities. One of the key challenges was roles and responsibilities – needing to understand the roles of others, conflict over roles and the need to move beyond existing roles. Understanding the roles of others and the capacity to extend a role required additional multi-agency training. The presence of a ‘hybrid professional’ who had worked in a number of agencies and understood their culture, structure, discourse and priorities was vital for successful interagency collaboration.

In the Department for Education and Skills (DfES) ‘Every Child Matters’ initiative in the UK, which involves provision of integrated support for children and young people with additional needs, a job role known as the ‘lead professional’ is emerging. It seems both from the website and personal communication that this is a relatively new role and not extensively implemented. A lead professional is identified from among the group of practitioners working with the child, young person or family. They are chosen through a process of discussion and agreement between those practitioners who are involved. In the case of a young child, a lead professional might be a health visitor, midwife, family worker, nursery nurse, etc. Lead professionals co-ordinate provision and act as a single point of contact for a child and his/her family when a range of services is involved. According to the website, evidence from practice suggests that the lead professional role is a key element of effective frontline delivery of integrated children’s services. It ensures that professional involvement is rationalised, co-ordinated and communicated effectively. Skills and knowledge important for a lead professional are given in Box 1.

7 Personal communication, Professor Helen Penn, University of East London, January 2008 and Diane Dawes, University of Cumbria, February 2008.
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BOX 1 – Knowledge and skills important for the role of a ‘Lead Professional’ in the UK

- Strong communication skills, including diplomacy and sensitivity to the needs of others;
- An ability to establish successful and trusting relationships with children, young people and families, and to communicate without jargon;
- An ability to empower children, young people and families to work in partnership with other practitioners and to be able to make informed choices about the support they require and receive;
- The capacity to support children, young people or parents/carers in implementing a range of strategies to enable them to achieve their potential;
- An ability to establish effective and professional relationships with colleagues from different backgrounds;
- An ability to convene meetings and discussions with different practitioners;
- An ability to translate their own knowledge and understanding into effective practice; and
- An ability to work in partnership with other practitioners to deliver effective interventions and support for children, young people and families.

**Additionally, the practitioner in the lead professional role should draw on:**

- An understanding of other key professionals, and how to contact them for consultation or referral;
- Knowledge of local and regional services for children and young people, what they offer, and how to contact them; and
- Key advocacy skills appropriate to the child or young person’s age, understanding and context.

*Source: www.everychildmatters.gov.uk*

Given the desired integration of services for ECD in South Africa, the lead professional role might be a specialisation/elective on a variety of ECD qualifications. However, research in multidisciplinary working indicates that there are numerous challenges for this type of role (for example, Anning, 2005). Several emerging models for holistic service provision for young children involve building of safety nets which draw in multiple stakeholders (Biersteker & Rudolph, 2005), including parents, civil society, and local and district government departments. This is a more macro-level version of the lead professional role and already falls within the community development qualifications. It is also one of the CDW job functions outlined in section 2.2.1 above. The experience is, however, that this is an extremely challenging function, which requires a high level of energy and skill.

What is clear from the international scan is that while service integration, professionalisation, improving service conditions and linking to career paths are issues
for ECD in many countries, the countries currently seriously tackling this are higher income countries than South Africa, and the qualification base from which they are working is much higher than South Africa’s where minimum standards call for a school leaving certificate as the basic supervisory qualification and interim Grade R qualification.

2.4 A recommended South African ECD career lattice

2.4.1 ECD jobs falling within the education and social service delivery sectors

A recommended lattice is given in Table 2 according to qualification levels. The recommendations are informed by the international scan, South African ECD plans and literature and comments from the field. These included the following:

- An interview with and information from an accredited *au pair* training college (Mary Poppins Training and Recruitment Centre, undated). They distinguished different levels relating to the occupational market (*nanny domestic, childminder and au pair*), which more finely differentiates the *au pair* given in the EPWP career paths (Figure 1).
- Information from Active Learning Libraries of South Africa (ALLSA) about the appropriate level for toy librarians and toy library assistants.
- A scan of the qualification levels and staffing needed in a number of innovative community- and home-based programmes for 0-4 year-olds in South Africa (from raw data from the UNICEF-commissioned rapid appraisal [Biersteker, 2007]).

The EPWP document presents a hierarchy (based on the existing situation with regard to ECD job opportunities) which suggests that those working in facilities falling under DoSD would be lower qualified when in fact it would be optimal to promote specialists for children at all ages.

As an ECD service provider interviewee put it, “There is a perception that Grade R needs a higher qualification – we need a much flatter professional structure with specialisations”. In the same way as the IAC document (Interim Accreditation Committee, 1997), I have provided for different levels within various occupational settings. In line with current policy and qualifications (and notwithstanding the interim arrangement in which several children aged 5 years are in DoSD-registered ECD services rather than in Grade R classes while Grade R is phased in), the age group of 0-4 years and Foundation Phase are separate.

Administrative and managerial job opportunities are reflected for each ECD setting and for government jobs all three levels of government are noted. This strongly links to requirements for leadership and management in the field (for example, Biersteker, 2008) and to seeing the needs of the field more broadly. As the SACECD representative interviewed put it: “There is potential (in the sector) but at the moment [there are] some limiting factors, such as lack of qualifications and lack of a career path – a vertical career pathing opportunity – but there is also a broadening of different areas that people can go into. What about qualifications such as a Human
Resources ECD Practitioner, which can take you into a provider, a big ECD centre? A big limiting factor is our perception of growth for the sector.”

Table 2 is organised to take account of the three sites of ECD service delivery identified in the NIP – formal, community and home – and the support services needed. Where professional knowledge is needed to perform a management/administrative function in these settings, the job is reflected in that particular setting. However, a separate stream of general administrative and other types of support staff is given in the final column. This more generic set of workers has already been targeted in EPWP programmes for cooks, gardeners and administrators at ECD sites.

NQF Levels specified for each job are minimum. Many people may be qualified at a higher level than this in their job.
### Table 2 – Recommendations for a South African ECD career lattice

<table>
<thead>
<tr>
<th>NQF level</th>
<th>In-home care</th>
<th>Registered ECD programme 0-4 year-olds</th>
<th>Foundation phase class</th>
<th>Centre-based community services</th>
<th>Community outreach services</th>
<th>State offices</th>
<th>Education and training institutions</th>
<th>Support services</th>
</tr>
</thead>
<tbody>
<tr>
<td>Level 7/8</td>
<td>Au pair</td>
<td>Teacher R - 3 HOD</td>
<td>Director children’s centre</td>
<td>Manager of several outreach services</td>
<td>ECD director/manager</td>
<td>Researcher</td>
<td>ECD director / Welfare planner (DoSD)</td>
<td>Research assistant</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Special ed teacher</td>
<td>Director of ECD service organisation</td>
<td></td>
<td>M &amp; E directors</td>
<td>Senior lecturer</td>
<td>ECD unit co-ordinator / Curriculum advisor (DoE)</td>
<td>Finance manager</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Supervisor/mentor</td>
<td>Centre manager</td>
<td></td>
<td>ECD director</td>
<td>Department head</td>
<td>SETA verifier / SETA moderator</td>
<td>Office manager</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Lead teacher</td>
<td>Toy library manager</td>
<td></td>
<td>Welfare planner (DoSD)</td>
<td>Materials developer</td>
<td>Municipality ECD co-ordinator</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Director of several programmes</td>
<td>Director children’s centre</td>
<td></td>
<td>ECD unit co-ordinator</td>
<td>Curriculum developer</td>
<td>QAS officials</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Teacher R - 3 HOD</td>
<td>Director of ECD service organisation</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Au pair</td>
<td></td>
<td></td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Level 6/7</td>
<td>Au pair</td>
<td>Teacher R - 3 HOD</td>
<td>Centre manager</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>degrees and professional qualifications (B Ed; B Soc Work, B Admin, etc.)</td>
<td></td>
<td>Special ed teacher</td>
<td>Toy library manager</td>
<td></td>
<td></td>
<td></td>
<td></td>
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</tr>
<tr>
<td></td>
<td></td>
<td>Supervisor/mentor</td>
<td>Director of several programmes</td>
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</tr>
<tr>
<td></td>
<td></td>
<td>Lead teacher</td>
<td>Toy librarian</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>Director of several programmes</td>
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<tr>
<td></td>
<td></td>
<td>Teacher R - 3 HOD</td>
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</tr>
<tr>
<td>Level 5</td>
<td>Au pair</td>
<td>Lead teacher</td>
<td>Outreach co-ordinator</td>
<td>Project manager</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>(diplomas and certificates)</td>
<td></td>
<td>Teacher</td>
<td>Toy library manager</td>
<td>Programme developer</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Supervisor/Principal Mentor for Level 4</td>
<td>Toy librarian</td>
<td>Community development worker (ECD)</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>ECD practitioner</td>
<td>Grade R teacher</td>
<td></td>
<td></td>
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</tr>
<tr>
<td></td>
<td></td>
<td>Mentor for Level 1</td>
<td></td>
<td></td>
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<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Au pair</td>
<td>ECD practitioner</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Level 4</td>
<td>Au pair</td>
<td>Childminder</td>
<td>Grade R teacher assistant</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Babysitter</td>
<td></td>
<td></td>
<td>Foundation Phase Assistant</td>
<td></td>
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</tr>
</tbody>
</table>

- **Home**: In-home care
- **Formal**: Registered ECD programme 0-4 year-olds
- **Outreach**: Centre-based community services
- **Regulation, monitoring, training and capacity building**: Community outreach services
- **Support services**: State offices
- **Education and training institutions**: Various locations
- **Various locations**
<table>
<thead>
<tr>
<th>NQF level</th>
<th>Home</th>
<th>Formal</th>
<th>Outreach</th>
<th>Regulation, monitoring, training and capacity building</th>
<th>Support services</th>
</tr>
</thead>
<tbody>
<tr>
<td>Level 3</td>
<td>In-home care</td>
<td>Registered ECD programme 0-4 year-olds</td>
<td>Foundation phase class</td>
<td>Community outreach services</td>
<td>Various locations</td>
</tr>
<tr>
<td>Level 1</td>
<td>Registered ECD centre</td>
<td>Registered ECD programme 0-4 year-olds</td>
<td>Centre-based community services</td>
<td>Community outreach services</td>
<td>Various locations</td>
</tr>
<tr>
<td>Skills Progs at Levels 1/2/3/4 plus at least Grade 7</td>
<td>Registered ECD centre</td>
<td>Registered ECD programme 0-4 year-olds</td>
<td>Centre-based community services</td>
<td>Community outreach services</td>
<td>Various locations</td>
</tr>
<tr>
<td>ABET</td>
<td>Child minder (under 7 children)</td>
<td>Registered ECD programme 0-4 year-olds</td>
<td>Centre-based community services</td>
<td>Community outreach services</td>
<td>Various locations</td>
</tr>
</tbody>
</table>
2.4.2 Health jobs relating to ECD

While it was beyond the scope of this paper to discuss health sector jobs which are an important part of service delivery for young children, Table 3 outlines the health jobs that pertain to ECD, but which form part of a separate career path. A function of all of the centre and outreach service jobs would be to ensure that young children are connected to health services. There is much potential for better integration of these services and sites of delivery with other ECD services, in particular around child stimulation or even in the case of HBC for the linking of young children affected by HIV to various forms of support.

Table 3 – Health professional jobs of relevance for ECD

<table>
<thead>
<tr>
<th>NQF level</th>
<th>Health and related</th>
</tr>
</thead>
<tbody>
<tr>
<td>7/8</td>
<td>Specialists and technical support, for example, National</td>
</tr>
<tr>
<td></td>
<td>Community Health Support team</td>
</tr>
<tr>
<td></td>
<td>Paediatric HIV specialist, etc.</td>
</tr>
<tr>
<td>Level 6/7 degrees and professional qualifications (B. Ed., B. Soc Work, B. Administration, B. Nursing, MBCHB, etc.)</td>
<td>Physiotherapist, occupational therapist</td>
</tr>
<tr>
<td></td>
<td>Professional nurse</td>
</tr>
<tr>
<td></td>
<td>Doctor</td>
</tr>
<tr>
<td>Level 5</td>
<td>Provincial or district health promoters (Dip) Enrolled Nurse</td>
</tr>
<tr>
<td></td>
<td>Community health facilitators</td>
</tr>
<tr>
<td></td>
<td>Environmental health officers (municipal)</td>
</tr>
<tr>
<td>Level 4</td>
<td>Community health workers</td>
</tr>
<tr>
<td></td>
<td>Auxiliary nurse</td>
</tr>
<tr>
<td>Level 3</td>
<td>Community health/development support worker</td>
</tr>
<tr>
<td>Level 1</td>
<td>Community care worker (HCBC)</td>
</tr>
<tr>
<td>Skills progress at Levels 1/2/3/4 plus at least Grade 7</td>
<td>Peer educators</td>
</tr>
<tr>
<td>Adult Basic Education and Training (ABET)</td>
<td>CCF volunteers</td>
</tr>
</tbody>
</table>

To summarise this section, exploration of a possible supervisory and job hierarchy for ECD in South Africa, including a review of local and international trends, has indicated that mapping of possible jobs and career paths is important for:

- Providing a structure that can be taken into account in the development of common norms and standards for regulation (licensing);
- Indicating the possible horizontal and vertical progressions between these so that they can as far as possible be taken into account in the development of core qualifications and specialisations; and
Helping to define the upward mobility or exit opportunities for those who enter low-wage ECD jobs, and allow for a broader focus in social sector job creation programmes targeting this sector, and in the South African context may be used to motivate for additional public support for different kinds of jobs.

Job mappings may either follow a career ladder or career lattice approach. A ladder gives the jobs within a single professional setting and a lattice indicates possible horizontal as well as vertical progression opportunities. For this reason a lattice is the recommendation for ECD jobs in South Africa, though there are certain articulation challenges to be addressed (see Section 3). A further concern is whether the ECD employment structure could reasonably be expected to raise mobility rates substantially as this will depend both on supply of better jobs and whether there is a qualifications 'ceiling' to be broken through to reach them. A well-organised sector to negotiate for institutional commitments to fill openings with people from lower down the ladder can facilitate mobility.

Both the Interim Accreditation Committee and EPWP Social Sector ECD Plan have previously produced career maps for ECD, which are a useful basis for a recommended mapping that takes account of new policy directions in South Africa and changes to the qualifications framework for ECD.

International evidence indicates that service integration, professionalisation, improving service conditions and linking to career paths are issues for ECD in many countries.

Countries currently seriously tackling professionalisation and career opportunities tend to be higher income countries than South Africa, and the qualification base from which they are working is higher than South Africa’s where minimum standards call for a secondary certificate in ECD (equivalent to a school leaving certificate) as the basic supervisory qualification for an ECD centre and interim qualification for a Grade R teacher. Career lattices for jobs in a range of ECD settings have been developed by a number of states in the USA. Job roles to provide more integrated early childhood development opportunities are emerging both in Europe where social pedagogues are expected to include and support parents in a range of ways and work with other professional agencies and in the lead professional role being trialled in the UK. A lead professional is responsible for co-ordinating services for children and young people with additional needs and to act as a single contact point for the child and their family. This has been introduced to support effective integrated service delivery. In both cases, evidence is that co-ordinated service delivery has been difficult to achieve for a variety of reasons.

A recommended South African career lattice for ECD takes account of previous mappings in South Africa, international mappings, in particular the career lattices used in the USA, and current jobs outlined in new ECD policies.
3. Linking ECD jobs to professional norms and standards

Transforming notions of ECD career pathing into real opportunities for progression within the sector requires firstly professional development opportunities and secondly jobs linked to rewards, norms and standards. In terms of the first issue, existing SAQA registered qualifications and those currently in development provide for most of the jobs outlined in Table 2, though there are still some challenges to be overcome in relation to the provision of training (Biersteker, 2008). In relation to the second, there are serious challenges in a sector that is largely private and non-formal. Even in the USA where there are well-developed career lattices, these are largely voluntary and not necessarily linked to remuneration levels (Ackerman, 2004).

In this section I consider different mechanisms for linking to norms and standards. While these may regulate service quality and job requirements, none of them are linked to increasing salary and improving service conditions as the practitioner moves up the career ladder. This issue is considered in Section 4 below.

Possible normative mechanisms are:

- Registration with a professional body (professional licensing of individual practitioners); and
- Regulations by government notice under relevant legislation, for example, the Children’s Act (licensing of ECD facilities and programmes which includes staffing determinations).

3.1 Registration with a professional body

Professional licensing of individuals or registration with a professional body is primarily about safeguarding standards within a sector. Professional councils control entry to levels to the sector, are bodies to which complaints can be directed and can bar unsuitable practitioners from practising. Practitioners are required to have particular qualification levels and subscribe to a code of conduct. Councils promote ongoing professional development and may revise the qualifications and training required in order to remain registered. These functions serve to protect consumers of the service and the upkeep of the reputation of the sector. On the downside, rigid requirements for professionalisation act as barriers to entry and membership fees could be a burden in low paid, unregulated sectors such as ECD. This needs serious consideration in a sector that is attempting to draw in and provide for progression for lower skilled workers.

Registration is undoubtedly an important way of raising the status of a sector. and local informants feel that it can provide a mechanism through which a sector can monitor the number of professionals, determine the needs and use this to develop training and recruitment strategies, all of which could be very important in the context of scaling up ECD.
Licensing has been introduced in parts of the USA. There is a similar process in parts of Europe and it is strongly advocated by the influential National Association for the Education of Young Children (NAEYC) as a complementary process to licensing facilities. Their rationale is that it not only protects children but also enhances early childhood professionalism and career development, and they consider that it holds promise for increasing the compensation of staff (National Association for the Education of Young Children, 1998). However, licensure is more onerous than professional registration requirements in that it requires demonstration of skills, knowledge and competency. The NAEYC points out that it is critical with personnel licensure to provide for multiple levels and roles, which would also help to establish the career ladder. This is something to consider in South Africa where the registration categories for ECD-related professions are limited, as will be seen in the discussion below.

3.1.1 The South African Council of Educators or another body?

**SACE registration**

Attempts to professionalise the ECD sector have focused on finding a way to bring ECD practitioners under the South African Council of Educators (SACE). This is a statutory body created under the SACE Act No 31 of 2000, which regulates the teaching profession and promotes the development of educators. Its key functions are registration, professional development and ethics, and teachers working in the schooling system are required to be registered with them. Because most ECD practitioners have qualifications below the required level for registration, a protracted period of negotiation by DoE representatives and stakeholder bodies such as teacher unions and SACECD, has secured provisional registration for ECD practitioners training at Level 4. However, a recent study (Moll, 2007) indicates that only about one third of Grade R practitioners are registered.

A particular challenge for those practitioners working in Pre-Grade R is that the SACE Act does not include workers who are not in public or independent schools as defined by the South African Schools Act. The resolution of the registration committee of SACE on the inclusion of ECD (see Appendix 3) indicates the need for legislative changes and stresses the role for SACE in continuing professional development for ECD. For those practitioners working directly with children, the DoE position is that registration with SACE would reflect the actual work they do. SACE registration may not, however, be appropriate for practitioners focusing on outreach settings or for those in centres in assistant and care roles.

**Council for Social Service Professionals**

Another possibility for practitioners might be registration with the Council for Social Service Professionals. Currently, legislation is being developed to replace the outdated Social Service Professions Act of 1978 and the Draft Social Service Professions Bill of 2007 has been published for public comment (Department of Social Development, 2008). Functions of the Council involve determining registration requirements, including:
Qualifications and the work which may be performed by persons registered in each category;

Registration;

Continuing professional development; and

Developing codes of professional conduct and ensuring compliance.

While the Draft Bill provides for several categories of registration which could be extended to jobs in the ECD sector including social auxiliary workers, child and youth care workers and auxiliary child and youth care workers, as well as for additional registration categories to be designated by the Minister, there would need to be a process of advocacy and negotiation for ECD workers to be included. This could also involve two levels – a professional and an auxiliary level.

A provincial DoSD informant indicated that the national department is discussing opening up specialisation possibilities for social service professionals so “there is a possibility of the profession opening itself up to a specialisation within ECD so this exists, there is also no reason why social auxiliary workers could not be used for this. They would function under mentorship of a social worker – but in terms of new ECD units in district offices we will have a category of workers called fieldworkers like the current interns (who are assisting with centre registration) but properly trained for ECD”.

There have also been attempts to establish a professional board for Development Workers and unless further registration categories are included under the Council for Social Service Professionals, certain categories of ECD worker might be classified as Development Workers.

A critical question to be explored is how registration of workers within the ECD sector with differing professional bodies would affect portability of training and from the schooling sector to the community ECD services and vice versa.

### 3.2 Norms and standards by regulation

Norms and standards for ECD programme delivery can be determined by legislation, as in the case of the regulations currently being drafted for the Children’s Amendment Act No 41 of 2007. Within standards set for registration of the programmes, staff qualifications and competencies are specified and there is provision for certain categories of people deemed ‘unfit’ to practice. In at least one of the provincial workshops to discuss the draft regulations, participants proposed that details of all staff are collected as part of the annual Quality Assurance assessment by a social services professional which is required to maintain registration. If this was then fed into the social services district information system and aggregated to the province, it could be used to inform planning and to determine the supply of suitable practitioners. This could provide an alternative route to using professional registration as a planning tool. The drawback is that it will only reflect those employed in the sector, but on the other hand, many professional bodies have registered members who are no longer practising. A challenge with regard to the second draft of the
regulations (dated February 2008) and those gazetted for public comment by the end of June 2008 is that they only provide for group child care settings. While there is a category of registration for ECD programmes, this is very narrowly defined and could exclude the community- and home-based services that will be phasing in in accordance with the NIP, unless these are provided for in the regulations.

In summary, this section on linking ECD jobs to norms and standards has indicated two possible routes:

**Registration with a professional body (professional licensing of individual practitioners).** The function of these bodies is to safeguard standards within the profession. It also raises the status of those working in the sector which may but does not necessarily improve salaries and service conditions. Only registered persons may practice in the sector and registration requires specified professional qualifications, continuing professional education and adherence to a code of conduct.

Currently ECD practitioners working in Grade R classes are required to register with the SACE, and a possibility is that this could be extended to other practitioners working directly with children. An alternative route is the Social Services Professions Council. This is more aligned to community and outreach ECD service jobs but could also apply to practitioners working in centres as new draft legislation is providing for a category of child and youth care worker.

Issues to be considered before going the professional registration route include the limited number of levels of registration of which the lowest is NQF Level 4 (as an auxiliary social services professional or conditional registration as an educator). At this stage many workers in the ECD sector are below this level and the professional registration process might become an exclusionary rather than an enabling mechanism. Registration fees are also a burden for low paid practitioners. Finally, consideration needs to be given to the implications for job mobility of having more than one professional registration in the sector.

**Regulations by government notice under relevant legislation,** for example, the Children’s Amendment Act (licensing of ECD facilities and programmes which includes staffing determinations) is the other route. The specification of staff qualifications and programme responsibilities by government notice as an aspect of broader requirements for registration of ECD facilities is an established practice and is a way that norms and standards are regulated. Whilst staffing information currently required for the quality assurance process is currently limited, it would be very simple to develop this. An advantage is that it is inclusive of all job levels.

A combination of the two routes is also a possibility and is the approach being introduced in some countries especially in the USA where many states have introduced it.

In the following section I examine the use of the ECD service sector as a route to capacity building, job creation and career opportunities for low- and semi-skilled workers, including location of these jobs and the need for minimum wages and service conditions.
4. ECD sector as a route for job creation, capacity building and career opportunities for low- and semi-skilled workers

In the last three years, there has been considerable political commitment at the highest level to improving access to quality ECD services for 0-4 year-olds through social sector plans and programmes (primarily the NIP and Massification strategies) and through investments in social sector job creation linked to the expansion of ECD services, the primary vehicle for which has been the EPWP Social Sector Plan (Department of Social Development et al., 2004). The issue for consideration here concerns the alignment of the sectoral policy for young children and the EPWP interventions and targets. In Section 2, I reflected on a number of possible jobs for ECD workers which were not taken into account in the career ladder developed for the EPWP. In this section I explore the fit of low-skill workers, predominantly women, with aspirations for professionalisation of the sector and the thorny issue of wages and service conditions.

4.1 Job opportunities in the sector

“Upping the subsidy, creating job opportunities is part of it, but also improving the quality if you are serious about ECD being a stepping stone, it’s how you prepare kids now for school and the world of work” (government informant).

4.1.1 The EPWP ECD plan

BOX 2 – Practitioners who have benefited from EPWP learnerships

“I have been in the trade with children for ages. I enjoy it, I would say it is my life and I enjoy working with them. My family is very excited that I am now at Level 1 as I have been working for a long time but have never done the levels. I would like to do my Level 4 and maybe Level 5. There is a lady of 50; she says she can’t wait for Level 5. One day when I am able to work on my own I would like to have my own crèche” (baby unit worker doing EPWP Level 1).

“I left school at Grade 8 and I am very sorry for it today. Now I’ve got the same as matric. I want to do Level 5 also. I need that Level 5 for me. I can do things on my own. I want to start my own small crèche, I know I can do it” (ECD practitioner working in the sector since 1999).

“At the beginning of 2008 the outreach workers attended the EPWP training programme for home-based workers. Most of them were empowered by the EPWP training and pleased to have the opportunity” (Outreach programme co-ordinator).
Towards a Job Hierarchy for ECD Provision and Supervision in South Africa, and the Fit of Low-skill Service Providers

The ECD component of the EPWP aims to develop the skills base and capacity to deliver quality services through training for practitioners to work with both Grade R and children 0-4 years. The programme targets unemployed or underemployed parents and caregivers in all ECD programmes, including:

- 6,500 NQF Level 1 and 8,800 Level 4 learnerships;
- A further 9,224 unemployed people will be involved in a work place employment and skills programme in subsidised DoSD sites;
- There will be 13,776 work opportunities for other ECD sites in poor areas;
- Designing and running a programme for 3,000 unemployed parents providing short three-month employment opportunities through existing schools and local authorities;
- A programme for 16,000 ECD support staff (gardeners, cooks and administrators) working in 4,000 ECD sites; and
- Upgrading 4,500 Grade R practitioners who received Level 4 training under a DoE conditional grant in 2004 to a Level 5 diploma (Department of Social Development et al., 2004).

If all of the above are implemented, this translates into about 66,300 work/training opportunities, many of them targeting existing employees. This would significantly upgrade existing provision and provide some of the requirements for Grade R\(^8\) but would not allow for significant expansion of the sector as a whole. However, given that the sector is generally characterised by uneven quality, fragmentation, weak co-ordination with social services and very unreliable financial flows (Altman, 2006), these targets may be ambitious. Certainly the slow pace at which training for Plan A has started in the provinces suggests this. For example, in February 2008, at the time of writing, learnerships were only starting in some of the provinces (for example, KwaZulu-Natal and the Eastern Cape).

The majority of EPWP training is thus aimed at Level 1 and 4 learnerships and skills programmes rather than Level 5, which is seen as relating to Grade R practitioners. According to the DoSD Guidelines for ECD Services (Department of Social Development, 2006), each registered facility requires practitioners to have at least a Level 1 qualification and supervisors a Level 4. This target is therefore well aligned with initial NIP and Massification Strategy objectives to register all sites, whilst catering for capacity development of workers in the ECD sector, most of whom are poor women with low levels of formal education.

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\(^8\) There is no comprehensive data more recent than the national audit of ECD provisioning (Department of Education, 2001). However, at that time the vast majority of the 48,561 ECD practitioners were considered as under-qualified. At the maximum ratio of 30:1 for Grade R classes, some 19,500 teachers would be required for additional classes at public primary schools as provision increases to the 2010 target of 990,530 (Department of Education, presentation to the Portfolio Committee, 3 June 2008). To increase provision to over 600,000 children in 1,000 new sites, as indicated in the State of the Nation address of February 2008, another 3,500 or more would be trained.
Work towards alleviating the immediate skills backlog is seen as positive by government officials interviewed, but not as sufficient for the needs of a sector that requires professionalisation to improve quality. As a provincial government official put it, “provision is adequate for the immediate skills shortages overall. Levels 1, 4 and 5 are an attempt to address the backlog and fast track skills shortages but that training is not adequate enough if one were to look to quality and standard; it is better than nothing but not adequate. It is not okay for anyone to enter a training programme – you wouldn’t want it for a matric teacher so why do we want it for the most crucial formative years – you need highly skilled practitioners in preschool.” It is therefore an open question whether these learnerships are actually putting practitioners onto a ladder to better jobs when the best option for a Level 5 at this stage is teaching in a Grade R class where s/he may earn R3,000 per month. Qualification pathways from Level 5 to a formal teaching qualification would need to be articulated for practitioners to move into better-paid jobs in the schooling sector.

Government officials interviewed are clear that professionalisation is not intended to squeeze out the people currently in the sector as “they are the people who have been doing the job… and we have good practice done by low- and semi-skilled people but to take it to the next level they need someone to report to so semi-skilled people are not left on their own”.

Further expansion for ECD in the next two years was indicated in the February 2008 State of the Nation address. It is an Apex priority to expand the number of trained staff and double the number of sites and child beneficiaries by the end of 2009. The Budget speech which signalled allocations for the expansion both of Grade R to a further 600,000 children and further EPWP allocations of R1-billion to social sector job creation. This could provide an opportunity to offer training for the different types of jobs, envisaged in the Massification of ECD document and NIP.

While EPWP is seen by many in the ECD sector as an opportunity to address some of the problems, there are a number of issues relating the plan in terms of a job creation scheme.

- The focus so far has almost entirely been on people already working within the sector so that it has not actually led to a scaling up of access (except in relation to access to quality). This is clearly preferable to schemes such as the National Skills Fund Sakhisizwe project, which brought in unemployed youth, many of whom completed the learnerships because they provided a temporary stipend payment but then left the sector (sectoral informants).
- The current notion of exit opportunities is problematic. Because most community ECD facilities depend on fees paid by parents, in poor communities this means that starting one’s own ECD business or finding a job opportunity at a community facility is seldom a viable option. At present the only secure employment for

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9 Employment with a new major employer, further education and training, self-employment or ongoing employment with the same employer at normal conditions of employment (Plaatjies et al., 2005)
10 Subsidisation of community facilities by provincial DoSDs (on a means tested per capita basis) would relieve this situation, particularly now that government is moving both to increase subsidy levels and the
learners exiting training opportunities is for those working in Grade R classes. As a provincial government official interviewed in the Western Cape said, “We wouldn’t be able to guarantee jobs for the 2,600 practitioners trained under the EPWP”.

- The EPWP programme, in which the training period is a job opportunity and learners can exit into a job, was designed particularly with the infrastructure sector in mind. In the social sector there is a tension between quality and creating jobs. This is clearly seen in terms of EPWP reporting requirements which are about how many jobs have been created rather than meeting service needs. A government official interviewed explains: “We don’t want a three month job and then they leave, or we suggest three exit opportunities – more training, a real job, entrepreneurial. What we need is something different – we must clearly identify the job. Depending on the service needed, the person should be streamed into an employment track. We would have to select much more carefully.” An example of an approach to this taken in the Western Cape EPWP roll out is given in Box 3.

In the Western Cape, in order to meet the service needs, “we will then take Level 1s into Levels 4 and 5 to upskill them, also solving the exit strategy problem for the meantime. We are doing this because we cannot carry on with lowly skilled people just looking after children – if we are serious about them.”

This signals a lack of fit between EPWP goals and those departments charged with providing a quality service for young children.

“In the long term some expansion of public sector jobs is necessary – we have worked job opportunities into the model of ECD units\(^{11}\) with field workers. I would imagine that some of these young people would be able to access these opportunities”.

\(^{11}\) Because ECD is seen as one of the major vehicles for protecting children, the national DOSD has indicated that all provincial departments must establish a dedicated unit for ECD.
BOX 3 – The Assistant Internship Programme in the Western Cape

In the Western Cape 240 ECD assistants – matriculants without jobs – have been recruited from job seeker units using provincial EPWP funding. Several were employed to district offices, some of them to service providers and some to education district centres. About 70 from the first year wanted to make a profession out of going into ECD and they were given the opportunity to get into ECD Level 5 learnerships.

One young woman describes her experience:

"I got involved at the church – the priest asked for interested people – we had to have matric. 10 were interested… and two were selected. Firstly there was a survey to go to ECD sites to tell them where to register and to check the environment. We had a three-day training [course] for what to do and what to ask, and had questionnaires; they talked us through everything. I get a stipend on a monthly basis of R1,000. It was first for 9 months and then if you were interested in ECD and wanted to learn for levels – don’t have to do it for the money – but if you were really interested in working with children. I am. I have a little one and in the afternoons before I had her there were always 5 or 6 at home that I had to look after. It was between the admin internships or the training but I am waiting for the training so they said there was an open place for the internship.

"[We were] placed all over in ECD NGOs and government offices. I’ve learned a lot – help everybody – worked on the computer and how to reception, answer the telephone, to do copies, prepare boxes for training for people outside, send materials catalogues, call back to see if they are interested. It’s my first job since I left school – I haven’t had work, no skills, nothing."

4.1.2 Other job opportunities reflected in policy and scoping for the ECD sector

Massification of the ECD concept document

This document, which has been approved by the Social Cluster, provides for three main categories of jobs, including:

- ‘Registration assistants’ (author’s term) with a proposed target of 800 to 1,000 unemployed graduates to assist social workers in the registration of ECD sites who could exit to vacancies or new posts in the DoE, DoSD or DoH.
- ECD practitioners in registered sites, with a potential target of 40,000 practitioners. This appears to be a scaling up of the EPWP objectives to create additional job opportunities in registered sites and has the same exit opportunities as other EPWP training.
- Child development workers, with a potential target of 6,000 CDWs. These would work from registered ECD sites to monitor the health, care and education of poor and vulnerable children in the 0-4 year age cohort at the local household level, and refer them to services.

The administrative assistant internship initiative in the Western Cape and other provinces (see Section 3) has elements of the Registration Assistant concept, though it uses a lower level of worker. There are still no Child Development Worker initiatives
through government, though several NGO models use this kind of worker and there are a number of pilots and initiatives that could inform this role.

**DBSA baseline study on opportunities for expansion of the EPWP social sector**

Unpublished data from the DBSA study (Friedman et al., 2006) includes an estimation for expanding childminders providing care for 20% of 0-4 year-olds. While some of the assumptions need revision, this does highlight the possibilities for expansion of this form of community provision, and the model provides for a very useful disaggregation to municipal level, as well as providing a model for numbers in the middle and senior supervisory hierarchy. Estimates were for 103,290 jobs. Childminders could be an immediate area for expansion of quality community-based provision, especially if serious attention were given to the supervisory hierarchy.

**4.2 Determining minimum conditions of service/remuneration levels**

**BOX 4 – The state of salaries and service conditions for ECD workers**

“Level of qualification should also be used as a marker of payment for salaries; practitioners should be paid ‘level-wise’. We need to be able to sign contracts that stipulate that employment is for those who have proven that they can practice. However, this route would probably not improve the situation, as the practitioners would still not be paid adequately. We train people and we cannot follow-up on them to see where they end [up] because they find jobs outside of ECD because they are not satisfied with their salaries. There needs to be a standardisation of stipends for all preschools” (ECD service provider).

“Salaries of practitioners are not even putrid, they’re terrible…” (government official).

“We are looking at the higher subsidy (DoSD ECD per capita subsidy) to create a better dispensation for ECD practitioners to stabilise the sector” (government official).

“Especially in [community] sites, salaries for practitioners are uncompetitive, even with low-skill occupations, and parents in many community-based sites cannot afford fees” (SAQA, 2007).

As can be seen from the quotes in Box 4, **wage and service conditions are a very critical factor in attracting and retaining workers in the sector**. This is not only the case in South Africa. For example, it has been noted as a challenge for the OECD *Starting Strong 11* report (OECD, 2006) and is one strategy in a four-point plan to

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12 For example, low stipend levels for a Level 4 learnership and costing of the supervisory hierarchy at an unrealistically low level, not factoring in running costs other than food and stipends. The proposed 10 children per childminder would require registration, and if this were to take place in homes, it is unlikely that most of them would meet the building standards, so this would need revision.
improve ECD quality in Canada (Ministry of Children and Youth Services [Ontario], 2008).

Neither regulations under legislation nor professional registration are linked to improving service conditions and remuneration unless a practitioner is receiving public funding and standards have been set. This might be in relation to funded posts or as a directive determining the proportional allocation of the DoSD ECD subsidy to food, salaries and other costs\textsuperscript{13}. However, in a sector where the bulk of provision is still unsubsidised, and most often private and community funded, this would not be a short-term solution. So there is urgency to consider other avenues to address this issue.

4.2.1 Possibilities for a DoL sectoral determination

Service conditions for ECD practitioners of all kinds who work 24 or more hours a month are governed by the Basic Conditions of Employment Act (No 75 of 1997) as amended by the Basic Service of Employment Amendment Act of 2002. In practice, many employers in the sector are unaware of their obligations (Ferndale, 2003). Under this Act the Minister is empowered to make a sectoral determination which may, among other things:

- Set minimum terms and conditions of employment, including minimum rates of remuneration;
- Provide for the adjustment of minimum rates of remuneration;
- Specify minimum conditions of employment for trainees;
- Regulate training and education schemes;
- Regulate pension, provident, medical aid, sick pay, holiday and unemployment schemes or funds; and
- Regulate any other matter concerning remuneration or other terms or conditions of employment.

Such determinations are in place for several sectors, including domestic workers, farm workers, forestry workers, the hospitality and private security industry. Currently the welfare sector is in discussions with the DoL about a sectoral determination for social welfare personnel regarding minimum salaries\textsuperscript{14}. This avenue therefore seems a particularly important one for the ECD sector to pursue.

SACECD considers “that is a route that would separate ECD from General Education and Training and make it a sector on its own… we would be able to look

\textsuperscript{13} At a national and provincial DoSD meeting in March 2008, the proposal was that 50% goes to nutrition, and a contribution of 25% each to salaries and administration (information contained in a DoSD ECD presentation at the National Conference on Getting Ready to Implement the Children’s Act, 28/5/08).

\textsuperscript{14} Personal communications: Sharon Follentine, Director DOSD Policy Unit (11 December 2007), Western Cape, and Jackie Loffell, Welfare consultant (11 February 2008).
at general conditions of service, norms and standards, qualifications, standards and a living wage. This would, I think, achieve retention of ECD practitioners because they would be bound within the sector.”

My question is whether it is really an either/or situation. It should be possible to set a minimum rate of remuneration and for higher positions on the career ladder to fall under other legislation such as education legislation. This is an area that must be explored.

Poor salaries and service conditions apply equally to many of the ECD NGO training and support service staff, a situation that is common in the NGO field. A recent SANGONET article (Ryder, 2008) warns that skills shortages in NGOs are increasing and to “ensure programme delivery as well as their long-term sustainability, they [NGOs] have to start paying due diligence to attracting, retaining and investing in people”.

4.2.2 Distinctions between salaried jobs, ‘make-work’ opportunities and volunteers

Determination of a minimum wage for the ECD sector needs to balance the need for upgrading quality by attracting and retaining better educated and motivated staff with the great lack of access to ECD services for children 0-4 years and the job creation opportunity that the sector provides, particularly for low-skilled women. The question that arises in relation to low-paid social sector jobs is that of a trade-off between “ensuring good jobs for fewer participants or more jobs but inadequately paying ones for a greater number of people” (September, 2005).

As September (ibid) notes, it is generally accepted that volunteering nurtures a community’s social networks and makes an important economic contribution to society, but in the context of poverty and unemployment, the practice can be exploitative. Neither does it lead to sustainability of services (for example, Biersteker & Rudolph, 2005 and Slingsby, 2007). While government promotes the concept of volunteerism in a number of social programmes, the interface of volunteerism with emerging paid work opportunities has in my view led to a lack of clarity of the term. Key informants from different government departments agree that there is a role for volunteers but that “we must distinguish the stipend and the volunteer – ECD facilities can use volunteers such as a parent to stand in for a teacher who is going on training”. Similarly, a few hours a week on a Community Child Care Forum is more conventional volunteerism than a Community Care Giver who is meant to be full time (Department of Social Development, 2003). This is different from “relying on people to volunteer for things that are core and must be a job (paid and accountable)”.

However so-called ‘volunteers’ are often used to provide many basic outreach services for young children and their families in the ECD as well as in the home- and community-base care sector, a role which can become an exploitive practice. In poor

15 This refers to services that would promote their early stimulation and ensure that caregivers are supported. The majority of children (0-4 years) have access to the primary health care package.
communities with few employment opportunities, many people are drawn into these roles in the hope that they will lead to jobs either directly or that the skills gained will make them more marketable (see, for example, Biersteker & Rudolph, 2005). Some of these are linked to stipends either paid by NPOs from donor funding or through temporary employment by local or provincial government. These workers do not have employment rights and are in insecure employment without benefits. Low or no stipends are a factor in high turnover of field staff, which disrupts the programme and is a loss of the initial training investment, which can be quite substantial (Ndingi et al., 2008). The study of community- and home-based ECD services (Biersteker, 2007) found that the vast majority of outreach workers for family and community ECD programmes fall into this category and usually work part time and earn between R10 and R15 per hour as long as funding is available, with even lower rates in rural areas. The lack of standardisation is due to going rates in the area, limiting hours so that workers retain ‘volunteer’ status and funding constraints. It was observed that where hours are longer and stipends higher, there was greater retention of fieldworkers. In urban areas particularly, there tends to be a flow into permanent jobs, or the part-time fieldworker has other ‘piece’ jobs which have to be balanced with her or his tasks. Factors such as the unsustainability of ‘volunteer’ jobs and losses of capacity building investments need to be taken into account when considering recommended stipends in modelling exercises for low-skill service providers, generated both by Irwine et al. (2006) and the DoSD (2003). The DoSD model has been costed for attrition of home-based workers, but depending on training costs, this may not be desirable. Slingsby (2007), writing about the home-based care workers, points out that much of state funding for HBC is channelled through NGOs who are contracted to offer HBC but cannot offer substantial conditions of service, because NGOs by their own nature are volunteer organisations. Because these workers are unorganised, they are not in a position to strategise for improvement of their conditions of service. Public sector ‘make-work’ opportunities such as the EPWP ECD initiative are designed to provide temporary income and involve a number of measures, such as setting wage rates that do not attract workers away from permanent employment and stipulating that workers can only be employed for a maximum of 24 months in a five-year cycle (Streak, 2005:33). In the ECD sector, however, because the sector is generally so low waged, the problem arises that the stipends payable during the learnerships are often higher than the salary to which workers return after training, whilst learners are expecting an increase because they are trained. This was reflected in the key informant interviews: “If you look at Level 5 learnerships, [they are] getting a stipend of R1,200 per month and for some of them their salaries are less than that, so now you get a person with a qualification getting less than before” (government official). This situation highlights the need to determine a minimum wage so that there is incentive to train and exit to a better situation. In the end government personnel responsible for ECD service delivery are in agreement that for quality and retention there is a need for more public investment in jobs. DoSD is attempting to do this through higher per capita subsidies but it is significant that the DoE funding norms for Grade R have, on the basis of input from the sector, including departmental staff, provided for an option of establishment posts from the subsidy (Department of
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Education, 2008). These would fall under the Education Laws and minimum salary level would be in the region of R48,000 per annum, inclusive of benefits. Informants from key departments at national and provincial levels have indicated the need for expansion of public sector ECD jobs in the longer term.

4.3 Institutional locations for different ECD jobs

One of the challenges for the expansion of the ECD sector is that there is no clear institutional location or funding stream for a number of the emerging jobs explicit or implicit in ECD policy and programmes for 0-4 year-olds. This relates particularly to those jobs outside of formal provision (centre based programmes and primary health care programmes), which tend to service the most vulnerable young children whose parents cannot afford formal programmes. Centre-based ECD services are provided for within DoSD programming through the per capita subsidy and through DoE Grade R provisioning for pre-Grade R orphans. Private providers of day care are also in demand, paid for by working parents. Supervisory support and monitoring jobs within government need to be expanded to improve the quality of the sector.

While NGOs have pioneered and run the bulk of ECD services to homes, it is unlikely that they would have the capacity to scale up to the extent envisaged in the NIP and there are many areas, especially in the rural provinces, which are undersupplied with NGOs. Mass expansion beyond the piloting stage will either require the setting up of more viable, larger structures with longer term funding or for government to take on jobs and supervision. Possible forms of intermediary structures which might take on this role have been explored in Lomofsky, Flanagan and Coetzee (2008).

While community- and home-based services staff may have a range of institutional locations, including the NGOs that currently support most of these, the policy shift to local delivery implies that local government should take a much more active role as an employer or funder. At the moment “there is no place in the existing structures for Child Development Workers” (interview), but clearly the intention signalled in the Massification Concept Document is that they could be employed there or by funding supplied from local government. Efforts would need to be made to ensure that this was a sustainable service. The key ECD departments would have to determine whose responsibility different programmes were. DoE does not have a service delivery function for children under 4 and DoSD national have indicated in the interviews that they are still focusing on upgrading the centre component of the NIP and have not unpacked the family and community component. Local government lacks a specific mandate for ECD except for monitoring of health and safety standards of sites and zoning and there would have to be active advocacy about this for them to include ECD in their community development functions. The lack of capacity of many local government structures is an indication that it may be very difficult for them to take this on. Working together with provincial ECD committees to clarify their functions and provide services would be essential. Lessons from international case studies are that local government plays a critical role in service provision for young children but they need to be drawn in and support provided from central or regional government for those which lack capacity (Koller, Lazzaretti de Souza, De Aquino Morais, De los Angeles-Bautista, Dawes & Biersteker, 2008).
To summarise, key findings in this section which explores the fit of job creation for low-skill workers (EPWP social sector plan) with aspirations for professionalisation of the sector and other ECD policies and the thorny issue of wages and service conditions include:

- The EPWP is well aligned to addressing training backlogs in the ECD sector and upgrading of existing provision but is rolling out slowly and would not in its present form allow for significant expansion of the sector as a whole. To improve quality some provinces are tracking the same participants through different training levels which reduces the number of beneficiaries but is realistic in terms of challenges to paying exit opportunities.

Certain job categories indicated in the Massification of ECD document and NIP are not included in current EPWP plans but could be made possible by a further EPWP allocation for social sector job creation announced in President Mbeki’s 2008 State of the Nation address. These included child development workers and graduates to assist with registration, monitoring and support of centre facilities for young children.

Childminders caring for 6 or less children in their homes is a potentially significant area for job creation and training, particularly if it could be linked with supervisory support and should be further explored.

- A lack of clarity about institutional locations for certain categories of jobs – in particular those falling into the community- and home-based ECD servicing options – needed to be resolved. Currently these services are run by NGOs although erratic funding streams are a problem. Significant scaling up would require the establishment of larger more viable intermediary structures and/or expansion of provincial and especially local government level posts.

- The issue of wages and services conditions for ECD practitioners of all kinds needs to be addressed. Local and international evidence is clear that reasonable wages and service conditions for those working with young children, are essential to attracting and retaining good quality workers in the sector. In a sector that is largely private and informal there should be immediate and concerted efforts to secure a sectoral determination of minimum wage via the Department of Labour. The fact that such a process is underway for workers in the welfare sector suggests that this could be achieved. Concerns that going the route of a sectoral determination might affect mobility into the education sector must be addressed.

- Volunteering on an ad hoc basis in support of core ECD jobs should be encouraged, but a clear distinction should be made between volunteering, make work opportunities and the need for salaried jobs. So called ‘volunteers’ tend to be performing too many core functions which should be paid and accountable. Staff and capacity building investments are often lost due to ECD workers not being able to afford to continue in their low paid jobs. In the context of the EPWP practitioners who have received stipends while training are often required to return to salaries less than these once they have qualified. Higher per capita ECD subsidies for qualifying children in subsidised ECD facilities are expected to ameliorate this but subsidisation will not on its own address the needs. The possibility of establishment posts as is provided for in DoE’s Grade R funding norms should be investigated.
5. Implications for scaling up of ECD services (0-4 years) and creating jobs

On the basis of this review, the following recommendations are made with regard to the ECD supervisory and job hierarchy needed for the mass expansion of ECD services for children aged 0-4 years through both formal and community- and home-based services.

1. There should be a consultation process with sectoral stakeholders to discuss and agree on a South African ECD career lattice. This would involve:
   - Agreeing on the different jobs and determining of experience levels as well as qualifications for the different jobs;
   - Resolving issues of horizontal as well as vertical progression, particularly where there is a cross-over of ‘education’ and ‘social welfare’ job functions;
   - Stakeholder groups should negotiate with relevant government departments once career paths are established about different institutional locations for core jobs, management and supervisory roles; and
   - Putting measures in place to facilitate workers in lower job categories in different institutional settings to progress to higher-level jobs.

2. The implications of professional registration should be considered in terms of:
   - Possibilities of registration with SACE for those working directly with children and with the Council for Social Service Professionals for workers in community and outreach positions and whether this would hinder horizontal mobility in the career lattice;
   - Where lower skill levels will fit if a professional registration route is taken and whether this will unintentionally act as an exclusionary factor;
   - How professional councils would play an enabling role for ECD members in terms of professional development; and
   - Whether the current mechanism of ensuring norms and standards by regulation under legislation is not a simpler route to quality assurance which could be developed to have a greater focus on staffing.

3. A sectoral determination for minimum service conditions, especially wage levels for ECD workers, should be explored by stakeholders with the DoL, and as part of this process, clarity should be gained to ensure that this does not cut off professional opportunities, for example, through registration with SACE or the Social Services Professions Council.

4. Job creation schemes should provide for additional job categories. These would include ‘registration assistants’ and child development workers as outlined in the Massification of ECD Strategy, and childminders, playgroup leaders and parent educators as outlined in the NIP and EPWP. Childminders caring for small groups of children at home are a potentially significant area for developing of small businesses, provided that adequate support and supervision is available, and should be considered for skills programmes.
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Mary Poppins Training and Recruitment Centre (undated), Guide for employers. Accessible at www.marypoppins.co.za


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Appendix 1 – Interview schedule for job hierarchy

1. What in your view are the job and career path opportunities in the ECD sector at this time?

2. Do you feel that the existing job hierarchy (including the supervisory level in local and provincial government) is adequate for the provision of quality services to 0 – 4 year olds? Explain.

3. How does the existing job structure provide for the emerging categories of jobs mentioned in departmental policy, plans and programmes (e.g. Child development workers, family outreach workers, Playgroup leaders, au pairs and child minders, parent educators)?

4. How do existing training opportunities and qualifications support the job hierarchy and career progression for workers in the ECD sector?

5. The ECD sector has been identified as a route for job creation and capacity building for low and semi-skilled workers (e.g. EPWP and Massification of ECD concept). Can you comment on:
   a. The suitability or fit of low and semi-skilled workers for ECD careers?
   b. What would be needed to make this a sustainable option with real exit strategies for training?

6. Where would you see different jobs that might be created being located, including the supervisory level – NGOs, Local government, DoSD, DoE, etc?

7. From your perspective, can you comment on the advantages and disadvantages of the following for job creation in the ECD sector: a) volunteerism; b) pay according to public works stipends and c) aligning the service delivery agent to an extended pay-scale thus seeing it as a proper job rather than a special making work opportunity.

8. Does current EPWP ECD training articulate with job hierarchy needs as you see them in broader ECD policy?
Appendix 2 – Vermont early childhood career lattice

<table>
<thead>
<tr>
<th>Home business</th>
<th>Licensed child care facility</th>
<th>Public/private elementary school</th>
<th>Parent child centre</th>
<th>Head Start</th>
<th>State offices</th>
<th>Child care resource and referral agency</th>
<th>Other settings in early childhood profession</th>
</tr>
</thead>
<tbody>
<tr>
<td>Advanced Level (M or Phd and experience)</td>
<td>EEI Co-ordinator</td>
<td>Principal Special Services Co-ordinator Superintendent EEI Co-ordinator EEI Co-ordinator Early Childhood Programme Co-ordinator</td>
<td>Parent Child Centre Director EEI Co-ordinator</td>
<td>Head Start/State Collaboration Co-ordinator</td>
<td>Child Care Services Division Administrator Dept of Education Administrator consultant</td>
<td>Executive Director</td>
<td>College or University Professor</td>
</tr>
<tr>
<td>Teacher Bachelor’s Degree or equivalent and experience State Teacher Certification (public schools, Early Ed initiative)</td>
<td>Independent Consultant Advisor/ Tutor/ Mentor</td>
<td>EEE Teacher EEE Teacher Director (medium to large programme)</td>
<td>EEE Teacher EEE Teacher Elementary Teacher in Public School Reading Recovery Teacher Home School Co-ordinator Title 1 Teacher Early Childhood Teacher/Director at a Teacher Centre Substitute Programme Co-ordinator Home Visitor/Outreach Worker Teacher EEE Teacher</td>
<td>Programme Director Regional Administrator Co-ordinator/ Standards Team Member Site Director/ Generalist Head Start Teacher EEE Co-ordinator Advisor/Tutor/ Mentor</td>
<td>Licensing Supervisor USDA Food Program Coordinator</td>
<td>Program Director Workshop Presenter Child Care Trainer Referral Specialist Subsidy Specialist Support Specialist EEE Teacher Child Care Developer USDA Food Program Specialist</td>
<td>Family Infant and Toddler Social Worker FIT Early Interventionist CDA Advisor FIT Community Resource Parent Home Tutor Success by Six Co-ordinator</td>
</tr>
<tr>
<td>Home business</td>
<td>Licensed child care facility</td>
<td>Public/private elementary school</td>
<td>Parent child centre</td>
<td>Head Start</td>
<td>State offices</td>
<td>Child care resource and referral agency</td>
<td>Other settings in early childhood profession</td>
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<tr>
<td>Teaching Associate Associate’s degree or credential Or 3 years experience plus 4 college courses</td>
<td>Peer Mentor</td>
<td>Director (small pro-gramme) Teacher (medium to large programme) Peer Mentor</td>
<td>Teacher Assistant</td>
<td>Home Visitor Family Service Worker Lead Teacher</td>
<td>Licensing Specialist Family Child Care Home Assessor AmeriCorps Member</td>
<td>AmeriCorps Member</td>
<td>AmeriCorps Member USDA Food Program Home Visitor</td>
</tr>
<tr>
<td>Teacher Assistant High School Diploma and some training</td>
<td>Registered Family Home Care Provider Substitute</td>
<td>Teacher (small pro-gramme) Substitute Teacher Assistant</td>
<td>Paraeducator (includes EEE, EEI and Grades R - 3) Teacher Assistant</td>
<td>Teacher Assistant</td>
<td>Teacher Assistant</td>
<td>Licensing Technician Consumer Concern Line Operator</td>
<td></td>
</tr>
<tr>
<td>Apprentice Interest in working with children and families</td>
<td>Newly registered home child care provider Legally exempt child care provider Subsidised legally exempt child care provider Volunteer</td>
<td>Paraeducator New Teacher Assistant Volunteer</td>
<td>Volunteer</td>
<td>Parent (or other person) in supervised training programme Volunteer</td>
<td>Paraeducator Involved Parent Volunteer</td>
<td></td>
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</tr>
</tbody>
</table>

EEE: special education 3-5
EEI: risk factors
Appendix 3 – Resolution on the registration of ECD with SACE

Council resolves as follows –

Noting that:

1. ECD is a fundamental pillar of lifelong learning;
2. The ECD sub-sector has historically been marginalised and neglected;
3. “99% of educators employed in the ECD sub-sector are women who are not recognized as professional educators; This non-recognition takes away from the fact that the development of women is key to socio-economic development and poverty alleviation; Thus their registration with SACE will facilitate access to ongoing professional development programmes leading to socio-economic development and poverty alleviation”;
4. There is no Code of Conduct governing educators currently employed in the community-based ECD sub-sector;
5. The identification of the employer is a challenge in the registration process;
6. The current definitions of ‘educator’ and ‘school’ do not accommodate the Community based ECD sub-sector; and
7. Training programmes initiated by the Department of Education and the ETDP SETA are currently under way.

Believing that:

1. SACE should broaden its scope to include ECD educators;
2. Registration with SACE will facilitate access to ongoing professional development programmes;
3. The ECD sub-sector should be organized, formalized and professionalised;
4. The SACE Code of Professional Ethics should be applicable to all educators;
5. Registration with SACE should precede the appointment of ECD educators; and
6. As the Department of Education and ETDP SETA recruit ECD educators into training programmes, their details should be forwarded to SACE.

Therefore resolves that:

1. All ECD practitioners should be recognized as educators;
2. SACE registers ECD educators who have completed recognized level 4 training programmes;
3. SACE should initiate the required legislative amendments;
4. SACE should participate in all professional development programmes for ECD educators; and

5. SACE and key national ECD stakeholders should develop a joint advocacy and communication strategy.