



United Nations  
Educational, Scientific and  
Cultural Organization

for **TEACHERS**  
EDUCATION 2030

# TEACHER POLICY DEVELOPMENT GUIDE

SUMMARY

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# TEACHER POLICY DEVELOPMENT GUIDE

# Foreword

At the World Education Forum in Incheon (Republic of Korea) in May 2015, the global education community, under the leadership of UNESCO, framed the priorities for a common education agenda within Sustainable Development Goals (SDGs) for the next 15 years. Participants in the Forum pushed for the Education SDG (SDG 4), aiming to *“Ensure inclusive and equitable quality education and [to] promote life-long learning opportunities for all”*.

To achieve this goal, the participants unanimously acknowledged the important roles of teachers and teaching for effective learning at all levels of education. That is why they committed to *“ensure that teachers and educators are empowered, adequately recruited, well-trained, professionally qualified, motivated and supported within well-resourced, efficient and effectively governed systems”*. The provision of such a teaching force on a sustainable basis within educational systems cannot be done without context-responsive, evidence-based teacher policies and regulations that are elaborated with the full participation of all relevant stakeholders.

Drawing on lessons learnt since its establishment in Oslo (Norway) in 2008, through its policy dialogue fora and the review of prevailing trends in teacher policies and practices, the International Task Force on Teachers for Education for All (Teacher Task Force) has pulled together its resources to proactively develop the present Teacher Policy Development Guide. The objective is to support the

realization of the teacher target in SDGs and Education 2030 by putting at the disposal of Member States and partners a tool that will facilitate the development or the review of national teacher policies.

As such, the Guide includes five key sections: Chapter 1 presents the purposes, rationale, scope and intended audience of the Guide; Chapter 2 explains the need for framing the teacher policy within a sector plan and national development priorities; Chapter 3 examines the most important dimensions for a teacher policy, and their correlations; Chapter 4 describes the phases in the process of developing a teacher policy, and Chapter 5 outlines the steps and issues to address when implementing the national teacher policy.

The Guide is available in 7 languages (Arabic, Chinese, English, French, Portuguese, Russian and Spanish). It is designed to be an interactive tool to be adapted to country contexts and to the needs of users.

Last but not least, we call on governments intending to use the Guide to develop a national teacher policy to take participatory and inclusive approaches, especially to involve teachers and their representative organizations in the process.

We express our appreciations and thanks to the authors and all those who have contributed to the production of this valuable tool.

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# Introduction

The Teacher Policy Development Guide was developed by the International Task Force on Teachers for Education for All (EFA) in close coordination with UNESCO entities and external partners of the Teacher Task Force. The aim was to produce a tool that could help countries develop evidence-based national teacher policy.

Created in 2008 as a global partners' alliance to fill the teacher gap, the Teacher Task Force has advocated for, and facilitated the coordination of, international efforts to provide sufficient numbers of well-qualified teachers to achieve EFA goals. The second phase of the Task Force programme (2014–2016) more specifically attempts to boost the performance and progress of education systems in addressing the critical shortage of qualified teachers so as to assist in achieving and monitoring the teacher-related target of the Sustainable Development Goals (SDGs) and Education 2030 Framework for Action.

The Teacher Task Force Steering Committee, in its November 2013 meeting in Kinshasa (Democratic Republic of the Congo), required the Secretariat to initiate the development of the Guide. To launch the process, the Secretariat convened a consultation meeting with relevant

UNESCO entities on 19–20 May 2014 to discuss an initial concept and an outline. Three international consultants were then hired to produce the Guide. Further substantive consultation occurred during the process of preparing the Guide, both with UNESCO entities in all regions, and with a wider range of stakeholders, including teacher policy-makers in the Asia-Pacific region, experts from international organizations, including the Organisation for Economic Co-operation and Development (OECD), the World Bank and the Inter-American Development Bank, and non-governmental organizations such as Voluntary Service Overseas (VSO) International and Humana People to People.

The outcome was validated at the workshop organized in Rabat (Morocco) in December 2014, with additional inputs that the authors incorporated for submitting the final Teacher Policy Development Guide. A major recommendation of this final validation meeting was to publish an abridged version of the document for a specific public, and the full text with illustrations country case examples for those interesting in learning more on the topic while using the Guide for developing a national Teacher policy..

# List of Abbreviations and Acronyms

<b>ADEA</b>	Association for the Development of Education in Africa
<b>AITSL</b>	Australian Institute for Teaching and School Leadership
<b>CEART</b>	Joint ILO/UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel
<b>CMEC</b>	Council of Ministers of Education (Canada)
<b>CPD</b>	Continuing/Continual professional development
<b>CPTD</b>	Continuing professional teacher development
<b>CSO</b>	Civil society organization
<b>CTPDS</b>	Continuing Teacher Professional Development System
<b>DBE</b>	Department of Basic Education (South Africa)
<b>DHET</b>	Department of Higher Education and Training (South Africa)
<b>DoE</b>	Department of Education
<b>ECE</b>	Early Childhood Education
<b>EFA</b>	Education for All
<b>EI</b>	Education International
<b>EIP</b>	Evidence-informed policy
<b>EMIS</b>	Education Management Information Systems
<b>ENHANSE</b>	Enabling HIV and AIDS, TB and Social Sector Environment Project (Nigeria)
<b>ESD</b>	Education for Sustainable Development
<b>EU</b>	European Union
<b>FME</b>	Federal Ministry of Education (Nigeria)
<b>FTI</b>	Fast Track Initiative
<b>GDP</b>	Gross domestic product
<b>GEQAF</b>	General Education Quality Analysis Framework
<b>GMR</b>	Education for All Global Monitoring Report
<b>GPE</b>	Global Partnership for Education
<b>HIV and AIDS</b>	Human Immunodeficiency Virus and Acquired Immune Deficiency Syndrome
<b>ICT</b>	Information and communication technology
<b>IIEP</b>	International Institute for Educational Planning
<b>ILO</b>	International Labour Organization
<b>INEE</b>	Inter-Agency Network for Education in Emergencies
<b>INSET</b>	In-service teacher education and training
<b>IPET</b>	Initial professional education of teachers
<b>ISCED</b>	International Standard Classification of Education
<b>IT</b>	Information technology
<b>ITT</b>	Initial teacher training
<b>KAF</b>	Konrad Adenauer Foundation
<b>MCTE</b>	Ministerial Committee on Teacher Education (South Africa)
<b>MHRD</b>	Ministry of Human Resources and Development
<b>MoE</b>	Ministry of Education
<b>MP</b>	Member of Parliament
<b>MTEF</b>	Medium-Term Expenditure Framework

<b>NA</b>	National Assembly (South Africa)
<b>NCOP</b>	National Council of Provinces (South Africa)
<b>NGO</b>	Non-governmental organization
<b>NPFTED</b>	National Policy Framework for Teacher Education and Development (South Africa)
<b>NSE</b>	Norms and Standards for Education in Schooling
<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>OREALC/UNESCO</b>	Oficina Regional de Educación para América Latina y el Caribe, UNESCO Regional Bureau of Education for Latin America and the Caribbean
<b>PCPD</b>	Post-conflict and post-disaster
<b>PEDP</b>	Primary Education Development Plan (Tanzania)
<b>PPP</b>	Purchasing power parity
<b>PSC</b>	Public Service Commission
<b>PTA</b>	Parent teacher association
<b>PTR</b>	Pupil–teacher ratio
<b>QTS</b>	Qualified teacher status
<b>RTE</b>	Right to Education Act (India)
<b>SABER</b>	Systems Approach for Better Results in Education
<b>SACE</b>	South African Council for Educators
<b>SACMEQ</b>	Southern and Eastern Africa Consortium for Monitoring Educational Quality
<b>SEAMEO</b>	Southeast Asian Ministers of Education Organisation
<b>SSA</b>	School self-assessment
<b>TALIS</b>	OECD Teaching and Learning International Survey
<b>TB</b>	Tuberculosis
<b>TEMP</b>	Teacher Education Master Plan (Tanzania)
<b>TESSA</b>	Teacher Education for Sub-Saharan Africa
<b>TISSA</b>	Teacher Training Initiative for sub-Saharan Africa
<b>TMIS</b>	Teacher Management Information System
<b>TSC</b>	Teachers Service Commission
<b>TVET</b>	Technical and vocational education and training
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNESCO-UIS</b>	UNESCO Institute for Statistics
<b>UNICEF</b>	United Nations Children’s Fund
<b>UNRWA</b>	United Nations Relief and Works Agency for Palestine Refugees in the Near East
<b>UPE</b>	Universal primary education
<b>UK</b>	United Kingdom of Great Britain and Northern Ireland
<b>USA</b>	United States of America
<b>USAID</b>	United States Agency for International Development
<b>VSO</b>	Voluntary Service Overseas
<b>WHO</b>	World Health Organization



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This Summary presents the outline of each chapter of the *Teacher Policy Development Guide*. The full text of the Guide provides a detailed description of tools, including phases with relevant country cases and supporting references. The aim is to inform the development of evidence-based national teacher policies.



# CHAPTER 1

## Background

This chapter outlines the background of the Guide, its purpose, scope and target audience.

### 1.1. Introduction

The Guide is built around the increasing consensus that teachers are central for achieving universal access to high-quality and equitable education for all learners. Research in diverse countries and education systems shows that teachers are the biggest in-school influence on student achievement and learning, especially for disadvantaged students. Teachers and teaching should be at the top of policy-makers' concerns due to:

- The importance of education as a key human priority and education's dependence on the human interaction between learners and their teachers;
- The evidence that learning quality and success is based first on teacher quality and effectiveness as the single most important school variable influencing student achievement for learners, as well as the strong links needed between good teacher policy and education sector plans;
- The central role of teachers in education human resources and budgets: teachers are one of the largest components of a nation's labour force, the principal human resource in any education system, and the largest single financial component of any education authority's budget; international policy shows that high-quality teachers and teaching based on teacher professionalization and excellence in human resource policies yields the best learning results and reduces education costs;
- The success of education objectives and reforms depends on solving teacher shortages where they exist, creating conditions for teacher motivation and sense of professional responsibility as key factors in individual learning and education system success, and engaging

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teachers on sustainable education reforms through appropriate social dialogue.

The Guide is also based on the principle that a comprehensive (holistic) teacher policy that includes the widest range of interlocking dimensions affecting teachers is the best approach. Key dimensions include: thorough and relevant initial teacher and school leadership education; continual professional development and support; remuneration and material incentives comparable to similar professionals; and a safe, healthy, stimulating teaching and learning environment.

The Guide addresses issues and policies that work best to ensure quality teachers and teaching, including attracting, training and supporting good teachers, cost-effectiveness and policy trade-offs. Other issues addressed include teacher effectiveness, job satisfaction, positive teacher behaviours and high levels of student motivation and achievement in a wide range of countries and education systems — rich or poor, large or small, urban or very rural. A holistic, national teacher policy, adequately resourced and implemented with the necessary political will and administrative skill, is the best investment in learners' education that a country can make.

### 1.2. Purpose and Scope

The Guide is designed to assist national policy- and decision-makers and education officials to develop an evidence-informed national teacher policy as an integrated component of national education sector plans or policies, aligned to national development plans and strategies. The Guide emphasizes the fact that such policy is country-specific but can draw on the evidence of best practices from a wide range of countries and organizations. It assumes a diagnosis of the status of teachers and teaching has been done prior to policy development.

The Guide presents an overview of interrelated teacher policy dimensions and issues to be considered in a national teacher policy, outlines policy responses that need to be

considered, and suggests steps to elaborate and implement a national teacher policy.

The Guide applies to teachers as defined by the ILO/UNESCO Recommendation concerning the Status of Teachers adopted in 1966: *all those persons in schools or other learning sites who are responsible for the education of children or young people in pre-primary, primary, lower secondary and upper secondary education*. These include teachers or educators in early childhood education (ECE) and teachers in lower or upper secondary vocational education, where either are provided in a formal school setting. The Guide equally covers teachers in both public and private institutions (including non-governmental organizations) and school heads, directors or principals and deputies as part of school leadership and governance.

### 1.3. Target Audience

The Guide applies to:

- Public education authorities responsible for education and teacher policy, planning and practice, including ministries or departments of education, labour, civil/public service and finance; teacher or public service commissions or equivalent bodies dealing with teacher policy; and professional bodies such as teacher professional councils, or joint bargaining forums that include unions and government;
- Private education providers including for profit or non-profit schools, whether secular or faith-based or religious schools, and those of non-governmental organizations or communities established to complement public education;
- Education stakeholders who may be involved in policy dialogue with government in the development of national teacher policy and its implementation, including teachers and teachers' unions or associations, head teachers/principals and their associations, teacher education institutions, learners and student associations, parents and parent-teacher associations, and international agencies and organizations.



## CHAPTER 2

# Contextualization

This chapter covers key aspects of framing a teacher policy. These include the need for a coherent and integrated approach to the development of a teacher policy, notably with regard to other education policies and national development plans and priorities. Also discussed are guiding principles for developing a teacher policy, and some key international resources to assist policy-makers.

The complex and interrelated factors that affect education and teaching — the political, economic, social and cultural framework, family considerations, the education and school system, and school level factors — require careful planning and coordination among many different actors, setting up or strengthening coordination mechanisms to do so in order to attain teacher policy objectives. For maximum effectiveness, a policy needs to be applicable to all teachers, in all regions and at all school levels within the scope of this Guide. Political will, reflecting the maximum national consensus on the way forward, is a key determinant of the policy process, beginning with the initial framework.

## 2.1. Aligning Teacher Policy with Education and Other National Policies

Coordinating teacher policy with a country's education policy or plan is particularly crucial to its success. A teacher policy should be guided by the same overall vision and essential characteristics as the wider education policy: it should be strategic, holistic, feasible, sustainable, and context-sensitive. Overall objectives and major challenges to be addressed, the funding to achieve these objectives, the demographic parameters of the learner population and the human resources required to achieve universally accessible quality education should all be addressed in a comprehensive teacher policy.

This Guide is based on the principle that a single, holistic policy is preferable to a less comprehensive approach spread among other education sector documents. It should address all the major determinants of learning success linked to teachers: recruitment; initial education; balanced deployment; continual professional development; decent salaries; career prospects; and working (teaching/learning) conditions. The Guide provides a checklist of some of the more important teacher policy dimensions to be aligned with an education plan.

Aligning teacher policy within a country's different education levels — early childhood, primary, general secondary, technical and vocational education and training (TVET), higher education — and evolving priorities can enhance adaptability to ensure more cohesion in meeting changing education needs:

- assuring parity or comparability in salary and other employment conditions at different levels of education, according to skill requirements and education needs;
- reflecting the importance of primary or basic education (inclusive of lower secondary education) in terms of salaries, school resources and teaching conditions, compared to more subject specialized higher secondary teachers;
- ensuring policies are in place to address teacher shortages at different education levels, whether from a generalized lack of qualified teachers or from gaps in specific skill profiles;
- planning for changing demographics in staffing needs and preparation relative to new education priorities, especially gender-related recruitment, greater balance in rural/urban teacher deployment, reducing young teacher attrition rates and barriers to new entrants, and achieving inclusive education for disadvantaged populations.

A forward-looking teacher policy is particularly important in exceptional, crisis situations such as civil strife and emergencies, where significant numbers of both teachers and learners may be internally displaced or refugees.

A teacher policy should be coherent with other national policies, including children's rights and related human rights policies, Human Immunodeficiency Virus (HIV) and Acquired Immune Deficiency Syndrome (AIDS) policies where relevant, the growing importance of early childhood education (ECE) and national gender policy or its equivalent, all of which have varying influences on access and quality.

A national teacher policy has to address shared responsibilities for policy development and implementation through coordination across sub-national boundaries in federal states and decentralized education systems. To harmonize policies and seek equity, federal governments often use financial levers tied to defined standards for learning or educational improvement, with direct or indirect impact on teacher dimensions. Policy coordination is particularly important in very large states and small states (especially islands) facing human and financial capacity constraints to develop and implement a teacher policy. Specific teacher policy considerations for conflict and post-conflict, and post-disaster contexts include strengthening the process of supplying and training teachers and teacher trainers, better management information systems, and more diversity in the profiles of teachers recruited in such contexts.

## 2.2. Foundations and Guiding Principles for a Teacher Policy

As with education sector plans, teacher policy should emphasize ownership, coordination, participation and sustainability through capacity development. Key principles or elements for implementation and achievement include:

- vision or mission statement and objectives setting direction;
- targets, benchmarks and timelines;
- comprehensive coverage of key dimensions;
- assessing the environment: difficulties/challenges/gaps;
- relevant data and management;
- coordination mechanisms;
- funding needs and sources;
- participation and stakeholder commitment; and
- evaluation and revision.

A vision statement setting policy objectives should emphasize teacher effectiveness, motivation and teacher professionalism. Targets, benchmarks and timelines to measure progress in policy implementation are most useful if also aligned with the national education plan, and if they take account of both the short- and long-term priorities.

The most important dimensions of teacher preparation and work need to be covered in the policy, and programmed in a multi-year framework:

- comprehensive professional teacher recruitment;
- effective and relevant initial teacher preparation;
- career-long continual professional development for all teachers;
- monitoring and support, including teacher induction and mentoring;
- remuneration incentives to attract, deploy and retain effective teachers;
- career progression, including transfers and promotions;
- support to decent teaching and learning conditions;
- professional standards, accountability, rights and responsibilities;
- formative teacher assessment linked to learning objectives;
- social dialogue, giving teachers a voice in decision-making; and
- school governance and leadership for teacher management and support.

Effective policy requires relevant data covering the major dimensions, all geographic areas, population groups and education levels to underpin its development, as well as allow assessment of progress made and objectives achieved, and eventual revision. Qualitative teacher surveys can be a particularly important tool to understand motivation, frustration and effectiveness. Teacher indicators should be tied closely to learning outcomes.

A teacher policy needs to be budgeted for from development to implementation. The policy dimensions — teacher preparation, recurrent and capital costs — should be linked to the national, local or school budget projections as appropriate, and may establish public budgetary allocation targets for specific policy line items, supplemented by other resources within an overall target or benchmark of national resources necessary for policy success.

Framing a teacher policy should be built on the widest possible participation of all major stakeholders to ensure ownership and commitment to the policy's achievement. The most important partners and stakeholders are teachers engaged in teaching and learning situations on a daily basis, teacher unions and professional organizations, and these parties should be engaged in the most appropriate social dialogue mechanisms. Policy dialogue should also include other key actors — teacher education institutions, professional certification, regulatory or standard-setting bodies, students, parents and community representatives.

A teacher policy framework should build in an evaluation tool or process to assess progress in attaining objectives and benchmarks, respecting timelines, and what needs to change in the future policy definition and implementation. The evaluation process should cover the measurement criteria, identify who does the evaluation, define timeframes for assessment, and outline how to utilize results.

## 2.3. Using Existing Tools: Analytical Works and Available Policy Documents on Teachers and Education

International and regional organizations produce data, indicators and analytical tools and publications that can assist policy- and decision-makers to define, implement, assess and revise a national teacher policy. Many have been developed, validated or piloted at country level in close consultation with education authorities, representatives of

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teachers (unions, professional associations and individual teachers), learners and other education stakeholders. The Guide cites sources and how they may assist in teacher policy work, with links to digital and print sources from the following organizations (non-exhaustive list):

- Joint ILO/UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel (CEART);
- UNESCO, UNESCO Institute for Statistics (UIS) and International Institute for Education Planning (IIEP);
- International Task Force on Teachers for Education for All (EFA);
- International Labour Organization (ILO);
- World Bank;
- Organisation for Economic Co-operation and Development (OECD); and
- Global Partnership for Education (GPE).





## **CHAPTER 3**

# Dimensions

This chapter examines the most important dimensions for a teacher policy to address. Many of these are interrelated and rooted in a country's historical, political, cultural or economic context, so they must be considered together as part of a holistic, integrated teacher policy.

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Nine key dimensions are considered crucial to any comprehensive teacher policy:



**TEACHER  
RECRUITMENT  
AND RETENTION**



**TEACHER  
EDUCATION  
(INITIAL AND  
CONTINUING)**



**DEPLOYMENT**



**CAREER  
STRUCTURES/  
PATHS**



**TEACHER  
EMPLOYMENT  
AND WORKING  
CONDITIONS**



**TEACHER  
REWARD AND  
REMUNERATION**



**TEACHER  
STANDARDS**



**TEACHER  
ACCOUNTABILITY**



**SCHOOL  
GOVERNANCE**

### 3.1. Teacher Recruitment and Retention



The recruitment and retention of teachers is a fundamental aspect of any teacher policy. A recruitment strategy should:

- be evidence-informed and based on current and projected qualitative and quantitative needs;
- attract and retain the right number of teachers with the desired profile and commitment;
- promote teacher professionalism through their employment status and conditions (some employers recruit contractual teachers in response to specific needs or situations, such as providing teachers for difficult-to-staff schools);
- include procedures for the licensing or certification of teachers, to ensure that individuals who wish to teach possess the necessary knowledge, competences and attributes;
- ensure equity in teacher recruitment, through fair, transparent procedures that do not disadvantage groups or individuals;
- ensure the equitable recruitment of effective school leaders with the requisite knowledge, competences and attributes; and
- in fragile states and emergency situations, allow the systematic and coordinated recruitment of teachers with appropriate profiles and competences.

### 3.2. Teacher Education (Initial and Continuing)



A coherent teacher education framework will include three interrelated stages: initial teacher preparation (pre-service teacher education or training), an induction period and continuing professional development (CPD) or in-service training (INSET).

Initial teacher education is key to teacher quality and performance; it is likely to be planned as part of a teacher recruitment strategy based on current needs. Minimum entry requirements should be high enough to attract those with a sufficiently high level of education, knowledge and potential to become effective teachers while at the same time ensuring that there are sufficient candidates to meet needs. Selection processes should be capable of

identifying suitable, able, motivated candidates for initial teacher training.

The content and curricula of teacher training programmes should be specific to the local context; be aligned with national education policies and specific classroom issues, such as language policies; combine theory and a significant amount of classroom-based teaching practice, and lead trainees to become 'reflective practitioners'.

A teacher policy may include recommendations or requirements for the profile, qualifications, selection, initial training, induction and professional development of teacher educators, responding to the needs of the context.

Successful completion of initial teacher training, including the practicum, leads to qualification. Before certification or licensing, newly qualified teachers may be required to successfully complete a probationary period; ideally, whether or not these are used, newly qualified teachers should undergo induction programmes where they can further develop the knowledge, skills and attitudes developed during initial training, with support from mentors who are experienced teachers.

Initial teacher education should be based on principles of inclusion and equity. Trainees should learn teaching methods which are inclusive of all learners and be aware of the mechanisms of exclusion, prejudice and discrimination.

Effective CPD is well integrated with, and a continuation of, initial teacher education. Access to good quality, regular CPD promotes teacher effectiveness and motivation and can be integrated with career and salary progression. Teacher CPD should be school-based, practice-focused, integrated with teachers' everyday work in the classroom, of adequate duration and linked to systemic reforms to improve education quality. Employers should accord teachers time and opportunities for professional development while in school; as well, education budgets should include dedicated financing for teacher CPD. Attractive CPD options may be part of a package designed to incentivize teachers to accept remote postings for a defined period of time. Teachers' ownership of their professional development is important so teachers become active professionals with autonomy over their practice in the classroom.

Information and communication technologies (ICTs) should be taught in initial and in-service teacher training so that teachers become confident users of new technologies in the classroom. ICTs also offer valuable possibilities for distance CPD or blended learning courses, which combine some presence-based training with autonomous study using digital materials. In many contexts, e-learning is

evolving into 'm-learning' (supported by mobile devices and wireless transmission), which offers greater accessibility to teachers in areas without wired Internet, but covered by mobile phone networks.

A teacher training policy should include principles of Education for Sustainable Development (ESD). ESD considers education a key to promoting the values, behaviour and lifestyles necessary for a sustainable future, and promotes understanding of problems such as poverty, wasteful consumption, environmental degradation, population, health, conflict and human rights.

School leaders need to be adequately trained for their crucial role in school management. Training for school leaders will include management of teachers, including monitoring assiduity, time keeping, professionalism and performance; providing pedagogical support, guidance and counselling to teachers; interacting with, and orienting, learners and their parents; financial and other management issues and school administration.

Teachers working in post-conflict and post-disaster contexts require appropriate training, which reflects the needs of learners and teachers in the specific context.

In certain contexts, non-state actors make an invaluable contribution to teacher training. The existence of diverse teacher education partners, when well regulated and monitored, may contribute to the development of stronger teacher education methodologies and pedagogical methods throughout a national teacher education system.

### 3.3. Deployment



A deployment strategy, based on current needs, requires reliable, up-to-date information about the characteristics, needs and preferences of both teachers seeking deployment and schools seeking teaching staff; Teacher or Education Management Information Systems (TMIS/EMIS) are the most effective way of managing this. There are two basic models of teacher deployment, both of which have advantages and disadvantages:

- Centrally managed systems coordinated at national or provincial/state/district level, which assign teachers to vacant posts; and
- School-based systems, where schools advertise vacant posts and teachers apply directly for these. These may use intermediaries such as teacher recruitment agencies.

An effective deployment strategy finds ways of allocating teachers to appropriate posts, balancing the needs of schools and the well-being of teachers. Achieving this 'fit' is essential to allow teachers to perform well and ensure their commitment to the post. A deployment strategy should be linked to career structure, access to CPD, rewards and incentives, and needs to be costed.

An effective deployment strategy will ensure teachers are deployed where they are needed most, including remote rural and difficult urban areas. Promising strategies to deploy teachers to such locations often combine financial and non-financial incentives with access to CPD and career progression. Meeting the needs of schools in hard-to-reach areas may include the recruitment and training of local teachers, who already speak the home language and are likely to be committed to remaining in a school or local area.

Deployment of newly qualified teachers to initial postings should be equitable and transparent, allow newly trained teachers to receive support and mentoring from more experienced colleagues, and ensure their personal and health needs are met.

Deployment should also respect the right to family life and allow teachers to exercise their family responsibilities. Where postings are not compatible with family life, family relocation packages should be offered, including appropriate accommodation and travel expenses.

Provision should be made for the transfer of teachers whose personal or professional circumstances change, as far as this is compatible with the staffing needs of schools and in keeping with principles of equity and transparency.

### 3.4. Career Structure/Path



A career structure or path which allows for progression and development over a teacher's career is crucial to attract, motivate and retain teachers, contributing to building a teaching force with the necessary knowledge, competence and attitudes to enhance learning. Providing career progression ensures experienced, competent teachers can mentor and train those with less experience; retaining teachers is more cost-effective than providing training for teachers who leave the profession soon after qualifying. A career path should provide meaningful rewards and incentives, financial and non-financial, to motivate teachers to progress; be linked to significant CPD options; and be equitable, allowing equal

opportunities in career progression. It should reflect the needs of the education system: for example, education systems with excessive teacher attrition can adapt the career structure to respond to this.

A good teacher career structure will be diversified, with multiple but equivalent career options for teachers. 'Horizontal' career paths allow experienced teachers to remain in the classroom while taking on responsibilities such as developing curriculum and materials, supporting and mentoring colleagues, coordinating planning and teaching within a given subject area or grade (as head of department or head of year), or supporting school leadership. These involve several categories with corresponding salary ranges; each category is associated with a clear competency framework, which describes the required performance standards and the evidence used to define them.

'Vertical' career paths usually involve progression to a role outside of teaching and teaching support, usually in management or leadership, such as head teacher or deputy head teacher, school inspector, teacher trainer, or administrative, management, advisory or planning posts in Ministries of Education. Whenever teachers are promoted to such positions, they should be formally appointed, receive appropriate training and be remunerated for these responsibilities.

Ensuring a diversified career structure includes giving teachers access to leave and the possibility to teach part-time at certain stages in their career, with the option of subsequently returning to full-time work. Access to leave or part-time work, so as to undertake further training or CPD to enhance their progression possibilities, or to combine a career with other activities such as family responsibilities, is a factor in attracting many individuals to teaching, and retaining them in the profession.

### 3.5. Teacher Employment and Working Conditions



A teacher policy should strive to establish a working (teaching/learning) environment conducive to motivating individual teachers and the school team to achieve three simultaneous and interacting goals:

- produce the highest levels of professional teaching and job satisfaction;

- focus on core teaching and learning responsibilities; and
- maximize teacher effectiveness, as measured by learning achievements or outcomes.

In accordance with international standards, policy on teacher working conditions should be established in consultation, or in negotiation, with teacher union representatives.

Employment and working conditions impact on the perceived status of the teaching profession, on its ability to attract and retain high-quality candidates and on teacher professional satisfaction. A teacher policy should engage with dimensions of working conditions which impact on teachers' motivation and morale, and on attraction, retention and commitment, including:

- **hours of work, workload and work-life balance:** hours of work should be based on all dimensions of teachers' work (including instruction time, instructional support, CPD, administrative and extra-curricular activities and parent/guardian interaction), as well as personal and family needs;
- **class sizes and PTRs:** PTRs should allow teacher effectiveness and the achievement of learning goals through learner-centred approaches, small group instruction and a focus on learners with particular needs as required;
- **school infrastructure:** teachers should work in safe, adequately built and maintained school buildings, with access to clean water and sanitary facilities for male and female learners and teachers;
- **availability and quality of teaching and learning materials:** the availability to teachers of sufficient, good quality instructional materials, and to learners of sufficient, good quality educational supplies and materials, including text books, is a major factor in teacher satisfaction and motivation, as well as educational outcomes;
- **student behaviour and discipline:** effective school governance and management are necessary to create a classroom environment conducive to teacher health, safety, job satisfaction effectiveness and therefore better learning outcomes;
- **school violence:** policies should support and protect teachers and promote respect for schools as zones of peace, including outlawing gender-based violence and corporal punishment, and making teachers aware of their professional roles and responsibilities;
- **autonomy and control:** teacher professionalism is enhanced by a degree of autonomy and control over

professional practice of both individual teachers and the teaching profession as a whole.

As part of the employment relationship between teachers and their employers, a teacher policy will define employment rights and responsibilities of teachers which are specific to the country and context.

### 3.6. Teacher Reward and Remuneration



Teacher reward includes the full range of monetary and non-monetary payments provided as compensation for work: in addition to base pay (basic salary), these may include targeted allowances, bonuses and financial and non-financial incentives, including pensions and other forms of social security, leave entitlement and access to CPD. A comprehensive teacher policy will foresee all of these factors in relation to teacher recruitment, retention, development, motivation and effectiveness.

Teacher salary is important to teacher recruitment and retention. Within a labour market perspective, education systems which pay attractive salaries relative to comparable professions will be more successful in attracting and retaining good quality teachers. Salary is a key factor (although not the only one) in the success of high performing education systems. Where teacher salaries do not reflect the levels of education, training and responsibilities required, or allow teachers to live decently without taking on second jobs, the teaching profession loses prestige, adversely impacting on recruitment, motivation and retention.

Teacher salary levels should be established in relation to:

- national income levels — usually measured in gross domestic product (GDP) per capita;
- minimum living standards in very poor countries;
- comparator professions: professions requiring similar qualifications, length of training, knowledge, skills and responsibilities; and
- education authorities' fiscal or revenue capacity.

The post-2015 EFA agenda and issues of cost-effectiveness will need to be considered in some countries. In some contexts, this will mean prioritising education funding over other claims on resources. Where government revenues are limited, higher salary levels may require a trade-off with other policy objectives. Policy choices are more difficult for countries that depend on international aid for much of

their education funding. Long-term funding commitments from international donors are needed to supplement commitments from national governments to make education funding, including teachers' salaries, a priority. There is also a need for policy dialogue and coherence between all partners and education funders. Ways of 'creating fiscal space' to increase resources available to fund teachers' salaries may include increasing revenue through better tax collection, reducing exemptions and tax evasion; prioritizing spending within government budgets towards education; relaxing restrictive international practices on responsible government borrowing; and aligning donor aid policies for macro-economic stability with recurrent education expenditures such as teacher salaries.

Many countries use a single salary scale, with classes or bands based on academic qualification, and incremental salary progression within these bands based on seniority or years of service. Skill or performance levels, based on standards defined in competency frameworks, are increasingly used as a basis for salary increases. Typically, within such salary scales, regular incremental increases are based on years of experience, whereas larger increases are associated with movement up the skill levels defined by the career structure.

In addition to base pay or basic salary, which may include retirement pension and social security provisions, other financial incentives forming part of teachers' reward packages include allowances for particular responsibilities, family benefits, housing provision or subsidies, transport subsidies and financial contributions towards further training and CPD. Financial incentives used to attract teachers to work in hard-to-staff schools, including those in remote rural and disadvantaged areas, may include hardship allowances, housing allowances or the provision of good quality houses, removal and transport costs, and either scholarships for teacher training in exchange for a commitment to serve in hard-to-staff schools, or scholarships to study for higher-level qualifications once in post.

Examples of non-financial incentives include various leave provisions (including study leave), enhanced promotion opportunities, access to different types of CPD, provision of smart phones, e-readers or laptops with Internet connections for CPD and housing. Financial and non-financial incentives should be part of a holistic strategy to attract teachers to hard-to-staff schools, including career progression.

Some countries or education systems link teacher reward with performance, in the form of additional salary or bonuses (performance pay). Such plans usually aim at

attracting and retaining high-quality teachers, encouraging motivation and effort to improve learning outcomes. Tying compensation to teacher assiduity and pupil outcomes aims to reduce teacher absenteeism and enhance motivation and instructional effort; however, there is little evidence that shows in education or learning from performance-related pay. Negative impacts include reinforcing disparities between schools, making it harder for disadvantaged schools to compete to attract the teachers they need; teachers 'teaching to the test', to ensure that learners perform well at standardized tests, thus narrowing the skills and knowledge acquired by learners; and undermining teamwork as well as individual teacher motivation where a plan is perceived as unfair. If performance-related incentives are used, how they are applied makes a big difference in reaching goals: key factors to consider include methods of teacher appraisal as the basis for rewards, the size of incentives, their financial sustainability over time, close connection between expected behaviour and rewards and the level of awards: individual compared to group or school.

### 3.7. Teacher Standards



In an effort to understand and define what makes a good teacher and promote teacher competency and professionalism, within the overall aim of improving education quality and learner outcomes, an increasing number of countries are developing professional standards for teachers. Here the term refers to expectations about teachers' knowledge, competences and attributes, and desirable level of performance. Standards should describe clearly and concisely what constitutes good teaching in a particular context, and what teachers need to know and be able to do to implement such good teaching. Teacher standards:

- develop a shared understanding, common goals and language regarding quality teaching among teachers, other education professionals and the public;
- provide a framework to guide teachers' professional learning and development;
- provide a clear and fair framework for professional accountability;
- provide a framework to improve consistency and coherence of teacher policies; and
- contribute to professionalization and raising teaching professional status.

Some standards frameworks define two to four attainment levels against core competencies and teacher career stages.

Standards are generally expressed either in clear and concise statements or in sets of short titles accompanied by their descriptions. They usually name all the key dimensions of teacher knowledge and practice valued by an education system. Most standards frameworks contain similar elements, such as strong subject matter knowledge, pedagogical skills, knowledge about learners, skills to plan instruction, assess student learning, manage learning environment and the capacity to continue developing.

In addition to standards for teachers, some countries have developed standards for head teachers; these specify the function of head teachers, guide their selection, guide professional development; and define criteria for assessment.

Key conditions for successful implementation of standards include:

- explicitly linking standards to student learning objectives;
- aligning standards frameworks to a comprehensive strategy to improve teaching;
- teacher ownership of and participation in setting standards;
- regular evaluation and revision;
- avoiding top-down 'managerialism' which constrains teaching practice; and
- balancing central guidance and local autonomy.

### 3.8. Teacher Accountability



The principle that teachers are accountable for their performance and the quality of their teaching is key to a high-status teaching profession and to enhancing learning. There is a reciprocal principle that education systems should be accountable to teachers, providing effective support and acceptable working conditions. Teacher policy focus on accountability must be part of a wider policy to improve teaching and education; public and political calls for teacher accountability must not translate into blaming teachers for all the problems in an education system.

Teachers should be regularly appraised to evaluate their performance and inform their professional development. Appraisals and feedback should be closely tied with CPD and should be formative, focusing on improving professional practice, and linked to school-wide evaluation, strategy and goals.

Where performance evaluation and appraisal reveal teacher under- or poor performance, a culture of continuous improvement and reflective practice should identify teaching weakness at an early stage and establish support systems for under-performing teachers and measures for improvement. Only when such measures fail should more formal procedures to remove underperforming teachers be taken.

If performance evaluation is linked with incentives, the criteria for administering them must be equitable, transparent and credible. Poorly administered and unfair evaluations of performance, based on subjective criteria, patronage or favouritism are de-motivating. Teachers whose performance does not meet the standard should be given clear, constructive feedback, explaining which aspects need to be improved, and how, and offered support in achieving this.

Quality assurance through regular monitoring and assessment of teaching by qualified, supportive colleagues can assist teachers in the use of appropriate methods and practices and foster their profession development, thus contributing to overall education quality.

Teacher assessment should include supporting teachers to identify whether students are achieving the desired learning outcomes, and to implement appropriate remedial action where necessary. Where teacher assessments are performed by external inspectors, these can be feared and mistrusted by teachers, their visits can disrupt school routines and cause teacher anxiety and stress. Where used, inspectors should have the knowledge, competences and attributes to assess and support teachers in a consistent, objective, and equitable manner. Inspections should be constructive rather than punitive, with a focus on providing formative feedback to inform continuous improvement. Increasingly, there is a move away from external inspections and towards more collegial, flexible and school-based systems of teacher evaluation.

A teacher policy should also include provision for the evaluation of the performance of school leaders.

poor time keeping, teachers offering uncontrolled private tuition as an alternative to carrying out their basic teaching duties, and gender-based violence and other unprofessional behaviours, all of which impact negatively on learners. Keys to promoting governance include attracting the best teachers; improving teacher education; getting teachers where they are most needed; providing incentives to retain the best teachers; training school leaders and other stakeholders and holding them responsible for playing their roles effectively; and maintaining material and cultural school environments which support effective teaching and learning.

The role of leadership in successful schools and promoting teacher governance is well documented. However, many countries lack strategies for the identification and preparation of school leaders, who tend to be promoted from within the teaching staff without training in school and teacher management. School leaders are ultimately responsible for the education learners receive within the school; for managing and supporting teaching and non-teaching staff, including monitoring teacher attendance and punctuality, and for the material and moral environment of the school. A teacher policy must include provision to enable head teachers to play this crucial role, including provision to identify, recruit and retain motivated, talented school leaders; appropriate training (initial and CPD); and the regular evaluation/appraisal of school leaders.

Other groups and stakeholders who have an important role to play in school governance include parents, school governors, parent/teacher associations, community members and leaders, local education officials, teaching staff and non-teaching staff.

The school leadership, in partnership with other stakeholders, is responsible for creating and maintaining a school environment — material and cultural — which is safe, suitable for its purposes and able to promote good quality education.

### 3.9. School Governance



School governance is a crucial factor in both teacher motivation (and therefore morale, performance and retention) and learner performance and education outcomes. Consequences of poor school governance include teacher absenteeism and





# CHAPTER 4

## Phases

Chapter 4 considers some of the practical issues relating to the process of developing a teacher policy. It is closely linked to Chapter 5, which considers key aspects in implementing a national teacher education policy. For the policy development process to succeed, it must be well planned from the outset. The Ministry/Department of Education is a key actor in organizing the teacher policy development process, identifying the relevant bodies to be involved in the process, the timeframe, and the costs. Preparing a teacher policy is often a complex task, and there is no universal “one size fits all” policy approach, as the process is highly context-specific.

## 4.1. Key Phases in Developing a National Teacher Policy

Chapter 4 presents a framework for teacher policy development, as a tool to enable policy-makers to identify the salient elements of the process. However, it should be recognized that policy formulation and implementation is rarely a technical–rational exercise. It is an inherently political process, requiring trade-offs between completing priorities and goals. As such, policy-making tends to be contested and characterized by social conflict and struggles.

As a value-laden exercise, policy development is a normative process, in which certain voices are privileged whilst others are more marginalized, reflecting power differentials in society. This is why meaningful stakeholder participation in general and teacher involvement in particular is crucial. It is important to ensure that voice is accorded to everyone involved, regardless of their power or influence within or outside the policy process.

The involvement of teacher unions is not only a right, but is also essential to successful policy implementation. Teacher involvement implies more than consultation; it should substantively engage teachers in identifying in practice (implementation phase) the changes necessary to enhance education quality.

Ensuring wide participation and varied voices in the policy process increases the likelihood that, once completed, the policy will have the support of the public, stakeholders, front-line staff expected to implement it, and funders.

Chapter 4 identifies several moments in developing a policy, including:

- **Agenda-setting:** to identify, agree on, and clarify the issues or problems that demand further government attention. The agenda for teacher policy may emanate from other sources besides government, such as public opinion, teacher unions, etc. Whatever the source, government plays a crucial role in acting on the agenda.
- **Policy formulation:** here, the focus is on analyzing the context, agreeing on principles and developing options/choices. This moment involves several interrelated processes, including:
  - Needs analysis/diagnosis: An important aspect of developing policy options is a needs analysis, to systematically examine the situation, make recommendations about which issues require immediate attention, and determine ways of addressing them. The development of policy

options and choices requires attention to costing of such options, as well as consideration of which policy instruments are most appropriate. In post-conflict and post-disaster contexts, particular attention should be paid to key aspects, including teacher supply and deployment, and teachers' role as agents of peace building, reconciliation, and disaster preparedness. Research is a key component of a situation analysis, to identify the evidence of what is known and what is considered to be successful. Chapter 3 provides a synthesis of some of the main aspects and the related evidence.

- Agreeing on principles during policy formulation: A clear set of principles and factors should guide the process, at the heart of which should be a commitment to quality teaching and learning. Such a set of principles and factors include a commitment to equity, and a policy which is comprehensive and holistic, financially sustainable and feasible.
- Developing policy options and choices: The generation of policy options and choices should be consistent with the analysis of the situation in the country and the principles agreed upon.
- **Adoption/decision:** the process of policy approval and adoption depends on the country context. In many countries, where the final policy is regarded as a major plank in the government's platform, a final draft is compiled for the parliament's approval. In other cases, the policy becomes a document of the Ministry of Education, requiring endorsement by the Minister of Education. The process of making law is subject to contestation, which may involve legal challenges.
- **Implementation – dissemination:** Implementation of approved policy is dealt with more extensively in Chapter 5. Effective policy implementation should be promoted through well designed dissemination campaigns targeted at all stakeholders. Media exposure can help to ensure that the public understands and supports the policy.
- **Monitoring and evaluation:** The policy development process should include a clear monitoring and evaluation plan, reviewing the plan's effectiveness in addressing the problems identified and whether it is bringing about the desired changes. Monitoring and evaluation should not simply be summative in nature. It should also include formative and continuous monitoring to adjust the policy as it is being implemented (Chapter 5 provides a more detailed discussion).

## 4.2. Roles and Responsibilities of Relevant Bodies in the Formulation of a National Teacher Policy

A clear delineation of the roles of the different players involved in the process is important for effective policy development. A crucial step in any teacher policy process is thus to identify relevant stakeholders. Different stakeholders play different roles at different stages of the policy process.

For example, adoption/decision-making is usually the prerogative of parliament, where a teacher policy passes through a legislative process. Table 4.1 lists some of the main stakeholders.

**TABLE 4.1: STAKEHOLDERS/RELEVANT BODIES TO INVOLVE IN THE POLICY PROCESS**

BODY/ORGANIZATION	ROLES
<b>TEACHERS AND THEIR REPRESENTATIVES</b> (e.g., teacher unions)	<ul style="list-style-type: none"> <li>▶ Provide lived and practical experiences of teachers</li> <li>▶ Represent teacher concerns/needs</li> <li>▶ Participate in drafting and validating a policy</li> </ul>
<b>TEACHER/TEACHING REGULATORY BODIES</b> (e.g. teacher Councils)	<ul style="list-style-type: none"> <li>▶ Provide forum for profession-led policy development/input</li> </ul>
<b>GOVERNMENT</b> – including Ministry of Education and Ministry of Finance (In federal states, regional/provincial/state governments must also be involved, particularly where they have concurrent powers over education and raise revenues)	<ul style="list-style-type: none"> <li>▶ Facilitate the process</li> <li>▶ Responsible for ensuring policy is adopted and adequately resourced</li> <li>▶ Facilitate needs assessment</li> <li>▶ Lead the policy process</li> </ul>
<b>SCHOLARS AND RESEARCHERS, 'THINK TANKS'</b> (e.g., policy and research institutes)	<ul style="list-style-type: none"> <li>▶ Provide expertise, input and evidence to inform policy options</li> <li>▶ Possible members of task force for situational analysis/drafting policy</li> </ul>
<b>SCHOOL LEADERS</b> (head teachers and deputy head teachers)	<ul style="list-style-type: none"> <li>▶ Provide experiences and understanding of those involved in managing schools</li> </ul>
<b>PARENTS AND THEIR REPRESENTATIVES</b> (e.g., Parent-Teacher Associations)	<ul style="list-style-type: none"> <li>▶ Represent the needs/concerns of parents/local communities</li> <li>▶ Act as link to school communities</li> </ul>
<b>STUDENTS AND THEIR REPRESENTATIVES</b> (e.g., Student Representative Councils)	<ul style="list-style-type: none"> <li>▶ Often overlooked. Attempts to develop education policies in general, and teacher education policies in particular, should include the learners.</li> </ul>
<b>PRIVATE SECTOR</b>	<ul style="list-style-type: none"> <li>▶ Represents the needs and interests of companies and businesses in policy development.</li> <li>▶ In many countries, they are education providers at all levels, including in some cases providers of teacher education through private higher education institutions.</li> </ul>
<b>INTERNATIONAL AGENCIES</b>	<ul style="list-style-type: none"> <li>▶ May fund the process.</li> <li>▶ Provide accountability checks and balances.</li> <li>▶ Support drafting of the policy.</li> <li>▶ Technical assistance.</li> <li>▶ Capacity-building.</li> </ul>

Source: Elaboration by the authors.

The above table suggests some of the main stakeholders and relevant bodies that should be involved in the policy process. The particular list for a given case is best determined at the country level. Effective involvement of relevant bodies and stakeholders requires creating mechanisms through which social dialogue between government authorities and stakeholders can occur. Meaningful participation also requires a culture of transparency and openness, including access to information.

### 4.3. Costing

The financial aspects of a teacher policy must be examined from an early stage in its development. Failure to effectively link policy-making and national budgetary processes is one of the main contributors to ineffective policy implementation. Financing for a new policy depends on the priority of the problem, costs, and availability of resources to implement it. In developing new policies, their priority within long- and medium-term education sector plans must be clearly defined. In addition, the new policy needs to be carefully and realistically budgeted. Critical cost areas that must be provided for include, but are not limited to:

- the salary of teachers currently employed and those who need to be recruited for all levels of education. (Most of the time, this overshadows other important costs that equally demand due attention);
- the cost for providing quality initial training and continuous professional development to teachers: the infrastructure and equipment of teacher training institutions, their faculty and management;
- teaching and learning materials;
- provisions for ensuring an equitable deployment of qualified teachers;
- cost for offering decent living and working conditions for teachers with attention to disadvantaged contexts and populations;
- other incentives for attracting bright young men and women to elect to train to becoming teachers;
- research on teaching and learning, etc.

### 4.4. Some Conditions for Successful Teacher Policy Development

There are several important conditions for successful teacher policy development:

- **Consistency between new policy and existing policies and structures:** When introducing a new teacher policy, a thorough analysis should be undertaken to investigate how the new policy may impact on existing policies and what changes, if any, need to be made to existing policy. Moreover, any teacher policy process should build on what already exists. It is also important to ensure coherence amongst different sections/departments of Ministries of Education, with other Ministries as well as between different levels of the education system.
- **Comprehensive strategic planning:** Integrated strategic planning is crucial to effective policy development. A teacher policy needs to be an integral part of both other education policies and of the overall strategic plans of governments.
- **Engaging teachers:** Teachers are the main stakeholders in teacher policies, and their understanding and support is vital to successful implementation. Social dialogue with teachers can take different forms at different phases of the policy formulation and implementation stages.
- **Evidence-informed policy development:** Policy development should consider the available evidence in order to design teacher policies that result in better outcomes. This requires national research capacity and the systematic integration between research and policy. It also requires managing or collecting data for use in the teacher policy process.
- **Country ownership:** Ownership of the policy process by developing countries is one of the foundational principles of the Paris Declaration on Aid Effectiveness. That includes country leadership in developing and implementing their national development strategies and donor commitment to respecting partner country leadership and supporting national capacity development.
- **Capacity:** A precondition for developing sound teacher policies is that the Ministry or Department of Education must have the necessary human resources with adequate technical expertise. An assessment of training needs should be carried out, to ensure that civil servants and officials are able to effectively manage the policy process and its implementation.

## 4.5. Timeframe and Roadmap

The Ministry or Department of Education organizing the teacher policy development process should, at the outset, develop a clear roadmap including clarifying the phases and stages of the process, identifying the relevant bodies to be involved, the timeframe and the costs. Providing a suitable timeframe is crucial to ensuring support from teachers and other stakeholders. A roadmap can be helpful in outlining how the goals of the policy will be implemented and achieved.

Clearly identifying priorities within the policy can help determine the timeframes and order in which activities to advance policy objectives will be initiated. Success of some policy objectives may depend on other policy objectives being achieved. Therefore, timeframes of some activities or policy objectives may act as foundations for other activities.

The policy process discussed in this chapter provides an analytical tool to formulate a teacher policy. However, it is important to recognize that developing a policy is not a straightforward process. As such the framework suggested should be used as a flexible guide to developing a teacher policy.



# CHAPTER 5

## Implementation

Implementation plans should already be well underway as part of the policy development process, with a timeline and a roadmap appropriate to the country and education system sketched out by the policy developers. Implementing a teacher policy is complex and depends on a number of political, social, cultural, and economic factors, many of which may be external to education. Implementation is country-specific, and needs to account for overall government policies, capacities and political orientation, the state of the education system and the teaching profession and political and social forces at work.

## TEACHER POLICY DEVELOPMENT GUIDE

Effective implementation research indicates the need for:

- putting students and learning at the centre of reforms;
- capacity-building of professional staff;
- ensuring school and system level leadership and coherence;
- using appropriate dialogue to ensure stakeholder engagement from the beginning; and
- rigorous, high-quality policy evaluation.

Questions to bear in mind in determining the best vehicle for applying policy — whether by government programme or campaign, executive or administrative decisions/rules, legislation, or a combination of these – include:

- What will have the most impact in the country context?
- What are the human resources and financial costs?
- What are the costs versus impact trade-offs?

### 5.1. Legislative Process and Approval



Implementing policy through national legislation adds a decisive political dimension, as national law is supreme in relation to the constitution in a democratic society. Legislation accompanied by funding and administrative implementation measures enhance the chance of successful policy application.

Planning and providing technical and legal support to a country's legislative body for a law/laws to implement a national teacher policy should factor in costs, delays and potential setbacks. Technical support from policy developers is essential at various stages — drafting legislation; responding to parliamentary enquiries; relations with political interest groups and stakeholders; lobbying legislators and the media; and post-adoption work to refine legislation or implementation provisions.

### 5.2. Executive or Administrative Decisions



Executive or administrative paths to policy implementation, including national programmes or campaigns, may be more cost-effective in staff and financial resources, although more difficult, to realize the desired impact without the necessary political

authority and financial backing. Policy developers within the Ministry of Education or other teacher employer/management agency or department may be mandated to help implement. Implementation guidelines especially in decentralized systems can be useful support mechanisms.

### 5.3. Tools and Schedule of Work



Tools or instruments for policy implementation may include a plan of action, a logical framework (log frame), a work plan, guidelines or similar tools. Instruments should include a timeline that takes account of the necessary time, constraints and capacities for putting a policy into effect.

A carefully formulated action plan increases the probability of successful implementation, providing a roadmap for applying the policy's objectives, strategies and programmes. It should be based on planned resources, defined roles and responsibilities, and political timing. Elements of an action plan include:

- an activity statement tied to the policy and strategic/programme objective;
- implementation outputs, targets, benchmarks and indicators;
- timeline for implementation;
- an EMIS, TMIS or equivalent information system;
- activity costs in relation to the overall action plan budget;
- funding sources, national, public and private and development partners; and
- implementation structures, roles and responsibilities.

An effective action plan also requires dialogue among various institutional and political actors with different tasks and roles, including:

- departments/offices/agencies of the Ministry of Education or education authority;
- government ministries or units responsible for finances or budgets, recruiting and employing teachers, labour relations and workplace regulation, related policies such as health, and distinct education levels;
- decentralized authorities;
- stakeholders, including teachers and teachers' unions/organizations (especially important given their roles and responsibilities), private education providers, employers and businesses, teacher education institutions or providers,

professional bodies such as teachers' councils, parent/teacher associations, community/village representatives, and non-governmental organizations; and

- development partners.

The political nature of dialogue over plan implementation involves compromises in prioritizing activities and the way they will be carried out. Revisions, postponement, or cancellation of lower-priority activities should be expected in order to realize maximum commitment and ownership.

Once decided, the action plan should be fully costed and, as far as possible, funded from within existing resources or, where necessary, from national stakeholders and/or from international partners. Funding for implementation through the plan should be assured over time, and scheduled to coincide with government and education authority budgeting cycles.

If properly adapted to the implementation context, a work plan or logical framework (log frame) may help those responsible for implementation to follow progress in putting strategies or programmes into operation. Such tools link objectives, goals, purposes, targets and expected outputs via planned activities to measurable indicators and means of verifying them. The tools can provide purpose and direction, and help develop collaboration among those engaged in implementation, provided users have the knowledge and training to use the tools effectively, maintain flexibility in adapting implementation to changing circumstances and constraints, and ensure opportunities for meaningful stakeholder inputs are not restricted.

Implementation may benefit from guidelines that explain in more detail the practicalities of implementing a policy. Guidelines and checklists can be especially beneficial for those actors and stakeholders not directly involved in policy development.

## 5.4. Monitoring and Evaluation



A monitoring and evaluation plan with appropriate instruments should form an integrated part of any implementation plan. A dedicated monitoring and evaluation unit should be responsible or, where human or financial resources are limited, a member of the plan's design unit.

Monitoring activities may be broken down into:

- *periodic monitoring* to assess progress, identify constraints and generate solutions to problems as they emerge;
- *periodic monitoring reports* generated by monitoring and evaluation specialists, to inform key decision-makers in real time about constraints and recommended corrective action;
- *an annual review with key stakeholders* in an open consultative process that allows stakeholders to share frustrations, successes and needed changes in a plan's implementation; and
- *an annual performance report* as the basis for high-level review of achievements, shortcomings and improvements to future plans.

In addition to monitoring, evaluation is needed to reveal what happened and why. A mid- or end-of-term evaluation carried out by independent personnel can evaluate impact and outcomes, relevance, cost-effectiveness and sustainability, plus outline reasons for achievement or failure, and draw lessons for the future.

Effective monitoring and evaluation requires clear and measurable indicators linked to the targets that are: limited in number; focused on the major priorities; presented in a results-based or outcome-oriented framework; sensitive to education disequilibria; consistent and stable throughout the implementation cycle; and easily understandable by all users. Indicators need to be accepted by stakeholders and by development partners through the appropriate social or policy dialogue mechanisms. Greater reliance on qualitative information from stakeholders or independent researchers in a 'bottom up' approach can be a valuable supplement to gauge success or failure and increase impact.

## 5.5. Organizational Arrangements for Implementation



Identifying who is responsible for which parts of policy implementation at what level provides clarity on responsibilities, tasks and lines of communication. Defining responsibilities is especially important for those most directly engaged with teachers — principals/school heads, inspectors, teacher educators, standard-setting bodies and employing authorities. Identifying leadership and implementation responsibilities and human and financial capacity to implement are key, along with the political and other hurdles to successful implementation.



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Leadership should be as close to the top of the political decision-making chain as possible, to ensure that a policy succeeds. Roles and responsibilities should avoid ambiguity or confusion. A clearly designed organizational chart can help show structure and lines of authority/decisions.

Adequate implementation capacity is also crucial to success, which should start with a capacity analysis of key actors:

- public sector management and institutions;
- educational administration and teacher management and support;
- the competencies of individual officials; and
- private sector education providers and non-state actors.

Where gaps are identified, training in planning, management, communication and other skills should be envisaged in advance of, or parallel to, implementation, using external technical support to further develop national and local capacity where necessary.

The most appropriate implementation structures — existing public or education administration, independent or autonomous entity, or a structure outside government authority — will depend on the country and administrative contexts and decisions about the best leadership, responsibilities and capacity. The decision should respond to issues of:

- equity, efficient and democratic accountability;
- necessary authority to take key decisions on major teacher policy dimensions;
- management and financial capacity to oversee implementation; and
- effective communication skills with political actors and stakeholders for understanding, commitment and action on policy objectives.

Implementation funding may come from national or sub-national sources (public budget or a mix of public and private sources), as well as development partners. Conditions for external funding need to be clear, and country ownership maintained. A feasible policy action plan can itself help mobilize resources for policy implementation. If there are funding gaps, strategies and plans may have to be revised by devising more cost-effective implementation means through management synergies and delegating responsibility without losing sight of the overall objectives and major priorities.

In summary, policy development and implementation are complex processes subject to political contestation. Effective teacher policy implementation requires awareness of the context-specific political and cultural dynamics, and an implementation approach which pays attention to constraints, expectations of major stakeholders, and attention to power relations, to ensure that the policy will result in the desired changes.

### 5.6. Costing Implementation



All aspects of implementation need to be budgeted, including:

- implementation vehicle and process — executive/administrative or legislative;
- plan of action and related instruments;
- monitoring and evaluation; and
- organizational arrangements — leadership, management, capacity development, structures.

# Conclusion

This Summary is designed with a view to assisting national policy- and decision-makers to develop an evidence-based national teacher policy as an integrated component of national education sector plans or policies, aligning with national development plans and strategies. It is built on the conviction that teachers and teaching are at the center of ensuring high-quality and equitable education for all learners. The Guide suggests that, in order to develop a comprehensive teacher and teaching component within the national education sector policy, a wide range of interlocking dimensions affecting teachers be taken into account, including: (i) teacher recruitment and retention; (ii) teacher education (initial and continuing); (iii) deployment; (iv) career structure/path; (v) teacher

employment and working conditions; (vi) teacher reward and remuneration; (vii) teacher standards; (viii) teacher accountability; and (ix) school governance.

This Summary presents an abridged version of the items described in the full text, and does not exhaustively explain the phases of teacher policy development and implementation. The Guide includes in-depth explanations of teacher policy development and implementation with cases of various countries and quotations from relevant literature and documents. We recommend that users of the Guide read the full text, in addition to this Summary. Feedback from users will also be welcome for enhancing the tool if necessary.

To meet Sustainable Development Goal 4 and address the provisions on Teachers in the Incheon Declaration and the Framework for Action of Education 2030, countries will need to have a broad perspective on teacher issues. A framework to orient the elaboration and/or review of national teacher policies will be a useful tool. The International Teacher Task Force builds on its comparative advantage as a global multiple-stakeholder alliance joining hands to address global teacher challenges, to present this *Summary of the Teacher Policy Development Guide*. Users will find relevant definitions of concepts, description of the different dimensions of teacher issues and how they correlate, and suggestions of phases in the process of developing a national teacher policy. Of utmost importance is the involvement of all stakeholders, especially the teachers, in the process.

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