



United Nations
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TTISSA

Teacher Education Policy Forum for Sub-Saharan Africa **REPORT**



UNESCO Headquarters, Paris, 6 - 9 November 2007

Report of the Teacher Education Policy Forum

for Sub-Saharan Africa

UNESCO Headquarters, Paris, 6-9 November 2007

The opinions expressed in this document do not necessarily reflect the official position of UNESCO or its Member States and do not imply a commitment on the part of the Organization.

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Foreword

UNESCO's Teacher Training Initiative for Sub-Saharan Africa (TTISSA) is a ten-year (2006-2015) programme designed to respond to the challenges of achieving Education for All (EFA) in Sub-Saharan Africa. It advocates a holistic approach to meeting both the quantitative and qualitative challenges associated with teacher development in SSA. Four outputs have been identified: 1) status and working conditions of teachers improved; 2) teacher management and administration structures improved; 3) appropriate teacher policies developed and 4) quality and coherence of teacher professional development enhanced.

TTISSA operates from a principle of subsidiarity and works with Member States and UNESCO Regional, Cluster and National Offices to address agreed priorities. It also works in close collaboration with a range of partners and stakeholders at all levels. The programme was launched in 17 countries in 2006 and will progressively incorporate all 46 Sub-Saharan African countries.

Support to the development of teacher policies is a key dimension of TTISSA and addresses the need identified by Member States for feasible, evidence-based, costed policies which respond to the current and evolving challenges. To this effect, a *Teacher Education Policy Forum for Sub-Saharan Africa* was organized at UNESCO Headquarters on 6-9 November 2007. This brought together Directors and Deputy Directors of Teacher Education from the first-phase TTISSA countries, together with colleagues from UNESCO (Secretariat, International Institute for Educational Planning, Pôle de Dakar) and representatives of partner organizations, namely the World Bank, the International Labour Organization and the University of London, Institute of Education.

The forum provided an opportunity for participants to enhance knowledge and understanding in this field, to reflect upon models of policy making and issues impacting on teacher policy development and implementation, such as research on teachers, employment and career issues, costing and financing, emerging issues (HIV and AIDS,



information and communications technologies, new learning models, technical and vocational education), and to share experience of policy development challenges and processes. Key recommendations were made with regard to TTISSA's ongoing support to the development of teacher education policy in Sub-Saharan Africa.

This Report captures the proceedings of the Forum, and as such serves as a useful reference document with input on a range of key issues. It is intended that such forums will be a key strand of the ongoing support of TTISSA in this area.

A handwritten signature in blue ink, appearing to read 'Georges Haddad', is written over a faint, light blue circular watermark or background.

Georges Haddad
Director, Division of Higher Education

Acronyms

AIDS	Acquired Immune Deficiency Syndrome
AU	African Union
AVU	African Virtual University
BREDA	Regional Bureau for Education in Africa
CA	Capability Approach
CD-ROM	Compact Disc Read Only Memory
CEART	Committee of Experts on the Application of the Recommendations concerning Teaching Personnel
CONFEMEN	Conference of Ministers of Education in French-speaking countries
CPD	Continuing Professional Development
CPTD	Continuing Professional Training and Development
CWGT	Capability Working Group on Teaching
EDUCAIDS	Global Initiative on Education and HIV & AIDS
EFA	Education for All
EMIS	Education Management Information System
ENHANSE	Enabling HIV & AIDS, TB and Social Sector Environment
FME	Federal Ministry of Education (Nigeria)
GDP	Gross Domestic Product
GMR	Global Monitoring Report
HIV	Human Immunodeficiency Virus
IBE	International Bureau of Education
IICBA	International Institute for Capacity Building in Africa
ICT	Information and Communication Technology
IIEP	International Institute for Educational Planning
ILO	International Labour Organization
IPET	Initial Professional Education and Training
IREDU	Institute for Research in the Sociology and Economics of Education

ISP	Internet Service Provider
NCSC	National Care Standards Commission
NFE	Non Formal Education
NGO	Non-Governmental Organization
NPFTED	National Policy Framework for Teacher Education and Development
NQT	Newly Qualified Teacher
PASEC	Programme of Analysis of CONFEMEN Education Systems
PRSP	Poverty Reduction Strategy Paper
REC	Regional Economic Community
RCT	Randomized Controlled Trial
RESEN	Country Status Report on an Education System
SPRED	Strengthening Primary Education
SSA	Sub-Saharan Africa
SWAP	Sector-Wide Approach
TDCC	Teacher Development Coordinating Committee
TEAC	Teacher Education Advisory Committee
TFP	Technical and Financial Partner
TTISSA	Teacher Training Initiative for Sub-Saharan Africa
TVET	Technical and Vocational Education and Training
UNESCO	United Nations Educational, Scientific and Cultural Organization
USAID	United States Agency for International Development
YDC	Young Digital Creators



Executive Summary

1. The Teacher Education Policy Forum for Sub-Saharan Africa (SSA) was held at UNESCO Headquarters in Paris on 6-9 November 2007. The Forum brought together senior policymakers and researchers from a range of SSA countries to discuss the issues, content, processes, challenges and lessons learned regarding the development of teacher education policies in SSA.

2. The development and maintenance of high quality national teacher forces is of central importance to the achievement of Education For All (EFA) goals, but particularly for quality learning.¹ Teachers are both guardians and energizers of cultural development. Despite the importance of their role, attention to policy which looks specifically at teachers is a much neglected area.² The development of capacity for enhanced policy development and implementation with regard to teaching and learning is therefore particularly important in SSA for the achievement of quality EFA.

3. Policies for teachers and the teaching profession will need to take into consideration a range of issues, such as the changing role of teachers, HIV and AIDS and Information and Communication Technologies (ICTs). Policies will also need to consider the implications of research for teaching and learning, policy development processes and financial requirements, including recurrent costs, for successful implementation. National, regional and global frameworks are also of significance in the opportunities they present for harmonization, collaboration and lesson sharing.

4. Such issues and dimensions of policymaking formed the basis of the TTISSA Teacher Education Policy Forum for Sub-Saharan Africa. The objectives of the Forum were to:

- i. enhance participants' knowledge and understanding of teacher education policy development and implementation processes;
- ii. determine the way forward for UNESCO's support to teacher education policy development through the TTISSA initiative;

iii. strengthen South-South relationships in the area of teacher education policies.

5. Participants in the Forum included Directors of Teacher Education from TTISSA first phase countries, representatives of key partner organizations, such as the ILO, World Bank and University of London and UNESCO Education Specialists from Field Offices and those in Headquarters working in the areas of HIV and AIDS, ICTs, New Learning Models and Technical and Vocational Education and Training.

6. This report provides a record of the presentations and discussions which took place during the Forum and is intended to serve as a key resource for the participants, and for other relevant stakeholders. Furthermore, it provides the basis for advancing TTISSA's support to Member States in the area of teacher education policy development in Sub-Saharan Africa.



1 Welcome Address

“We must work to adopt a wider definition of ‘teacher’ which includes all teachers, educators and trainers, including tertiary and secondary level teachers, technical and vocational teachers, early child care educators and especially teachers and community educators working in non-formal education settings.”

The Director of UNESCO's Division of Higher Education, Mr George Haddad, opened the session by emphasizing the need for UNESCO institutions to work with partners in the development of new approaches, institutions, programmes and methods in support of lifelong teacher education and training. Such approaches, he suggested, would strongly depend on effective 21st century networking and partnership development. He reminded the group that education is a basic human right and stressed that quality education depends on the development of high quality teachers. He talked of the key challenges: (i) how best to increase the supply of teachers in SSA to meet rising demand for education under EFA and (ii) how to improve the quality of teachers and their practice throughout the African continent.

He emphasized his desire to make teacher education a UNESCO ‘flagship programme’ and to bring all 46 SSA countries into active engagement with the TTISSA programme. He stressed that UNESCO could only achieve its aims through networks and partnerships. He reminded the group that the range and diversity of agencies involved in supporting UNESCO (and in teacher education in particular) is expanding as a result of TTISSA. He argued that it is particularly important for TTISSA to be able to actively engage with the various

agencies supporting the Initiative and to ensure that there is a clear division of labour and responsibility for the achievement of the TTISSA goals. Furthermore, he stressed that TTISSA is cumulative and long-term and that all countries would continue to be supported by the Initiative.

Mr Haddad particularly encouraged TTISSA stakeholders to work to adopt a wider definition of 'teacher,' stressing that this includes all teachers, educators and trainers, including tertiary and secondary level teachers, technical and vocational teachers, early child care educators and especially teachers and community educators working in non-formal education settings. He concluded by encouraging the assembled community to further the vision of TTISSA and to continue the process of developing activities and working structures to deliver the stated goals of the Initiative.

2 Development Discourses and Teacher Education


“Teacher policymakers should look harder at the work of the capability movement in education and development to identify ways in which to use the ‘Capability Approach’ to assist better policy formulation and implementation and for the development of future teacher professional development programmes.”

Mr Chris Yates, Course Leader at the Institute of Education, University of London, presented an opening paper focused on the development of education discourses with regard to teacher education in SSA. He stressed the importance of continuing to work to support the development of quality teachers through support for sustainable, national in-service teacher education and training systems. Referring to the 2005 UNESCO EFA Global Monitoring Report (GMR), he recognized that the determinants of quality education were multiple, complex and often context-dependent.³ In the address, he drew on some recent research undertaken in Kenya under the Strengthening Primary Education (SPRED) initiative and talked of a tripartite concept of learning (learning as consequences, learning as construction and learning as connection) which he termed ‘3C learning’.

He emphasized that while it is clear that consistent national investments in inputs like textbook provision and school-based teacher education can help diversify and improve teaching pedagogies and skill sets, and thereby help raise pupils’ levels of achievement, it is also important to combine a range of development and evaluation approaches to assess and promote diversified forms of learning and

change in schools. He argued that for too long teacher education programmes in SSA have been designed and evaluated using narrow input-output models of development and evaluation, which were often primarily based on a human capital rationale. More recent work has tried to prioritize the development of human freedoms and rights using the Capability Approach (CA) to education and development.⁴ Mr Yates argued that teacher policymakers should look harder at the work of the capability movement in education and development to identify ways to use the Capability Approach to assist better policy formulation and implementation and the development of future teacher professional development programmes. The paper is available on the TTISSA website <http://www.unesco.org/education/TTISSA> at <http://unesdoc.unesco.org/images/0015/001557/155738E.pdf>.

2.1 Discussion



The group responded by commenting that they felt that the role of the teacher was changing, or needed to change very significantly. They considered it to be crucial that policymakers work to effectively support the direction and pace of change. They stressed that SSA education contexts vary significantly; some countries are in conflict, others are emerging from internal strife, while others are enjoying periods of relative stability. They also discussed how the policy agenda and challenge varies considerably across the region.

Members stressed that it was important to better understand why children fail and the role of teachers and schools in that process. They agreed that teacher policymaking needs to become much more inclusive to take in teacher forces currently neglected by the mainstream focus, for example teachers working in private and non-formal situations. The group also commented that there were examples of applications of the Capability Approach (CA) being made in non-formal education (NFE). In summary, the group emphasized the need for policies to reflect knowledge and understanding of the different learning contexts in order to be more inclusive, responsive, diversified and innovative.


3 Teacher Education Policy and Research

“A good policymaker should be able to interrogate a situation critically, and UNESCO should continue to build the capacity of countries to develop sound, rigorous policies that can engage critically with the perspectives and priorities of external stake-holders.”

3.1 Models of Policy Process

Mr Yusuf Sayed, Senior Policy Analyst with the UNESCO EFA GMR team, gave a presentation on *‘Models of Education Policymaking and their Implications for Teacher Education’*. The presenter began by discussing the concepts of policy and policymaking, which was defined as ‘an ensemble of interrelated activities through which social actors engage in making choices and decisions’. He suggested that policymaking often involves three states: (i) the desired normative state - where you want to be; (ii) the process state - how the policy is made and (iii) the empirical state - the actual policy in action. Policies can be rational or political, though often they involve both aspects. The presenter went on to outline the main features of the ‘classic model’ of policymaking, as formulated by Haddad and Demsky (1995), and discussed the various actors involved in the policymaking process and their roles.⁵ He highlighted some of the assumptions underpinning the Haddad and Demsky model and explained how policymaking is often presented as a linear, technical exercise and regarded as a single event.

3.2 Discussion



The discussion which followed highlighted several important points. UNESCO Field Office colleagues pointed out that ‘the lack of a policy is sometimes a policy in, and of, itself.’ In such a situation of ‘policy vacuum’, Mr Sayed commented that: ‘when policy does not exist on a particular issue, it is sometimes by default, but also sometimes by choice - such as with the issue of contract teachers’. The discussion went on to highlight the situation of countries in conflict or post-conflict, where it was felt that there was a need for different models of policymaking. The presenter replied that there are some education issues that are common to all SSA countries and some which are specific. He cautioned that development partners may come with their own evidence and agendas. A good policymaker will be able to interrogate a situation critically, and he emphasized the importance of UNESCO continuing to work to help build the capacity of countries to develop sound, rigorous policies and to engage critically and independently with the perspectives and priorities of external stakeholders. He also stressed the importance of achieving strong public ownership of policies, via such means as gazetting, holding public hearings, using radio broadcasts and other methods of dissemination using Information and Communications Technologies (ICTs), along with the close involvement of civil society organizations.

Three presentations then followed to provide an overview of recent findings and issues emerging from research on teachers. These were:

- Research on Teacher Education: Policy Challenges
- The Teacher Issues Project
- Regional Research on Teachers and Quality Learning

An alternative ‘interactive model’ of policymaking was then presented and deployed to consider issues such as how to assess policy, including aspects of political acceptability, economic feasibility,

administrative capacity and manageability. Finally, the presenter considered the relationship between research and policymaking, distinguishing between the analysis or research *of* policy and *for* policy. Mr Sayed concluded by cautioning that teacher education is just one 'problem' among many others, and suggested therefore that any initial situational analysis must be sound and comprehensive.

3.3 Research on Teacher Education: Policy Challenges

"...teacher education is frequently treated as the poor relation in many education systems. There is a need to focus research more strongly on how to develop robust education capacity and quality assurance systems at all levels, on post-training performance and on teacher development and management."

Mr Yusuf Sayed then presented the research available to inform teacher education policymaking, drawing on work carried out for the GMR and other relevant research.

The presenter explained that there are different sources of knowledge of teacher education including: (i) research that comes out of the UNESCO GMRs; (ii) research that comes out of the economics of education and (iii) research that comes out of the qualitative tradition and in particular, (teacher) action research. His address considered teacher education research in relation to: (i) research which addresses the teacher supply challenge; (ii) research to improve the quality of teacher education and (iii) research which addresses system issues such as teacher management and utilization, deployment, financing and monitoring. He went on to highlight that within these agendas and priorities, a broad range of research methods have been used to address teacher policy research questions. These included: policy

research, action research, case study research, experimental research (including randomized controlled trials - RCTs) and large and small scale qualitative studies. He described how many recent studies conducted since the launch of the EFA movement in 1990 have aimed to better understand how children learn and how teachers are teaching children to learn more effectively. Since the 2000 EFA Dakar meeting, there has been an increasing focus on research for improved learning and teaching quality.

The presenter provided data for the numbers of teachers needed to achieve EFA in SSA. It is estimated that some 3.6 million additional basic education teachers are required to staff primary education for SSA if EFA is to be achieved by 2015 at the 1:40 national average pupil-teacher ratio. However, Mr Sayed cautioned that this figure does not include secondary teachers. Including them would imply a required total of almost six million additional teachers.

He then considered a number of important research questions relating to the teacher supply issue. These included the number of trained teachers, which varies considerably both between and within SSA states. It was also clear that supply challenges are quite marked 'across' and 'within' countries. Other issues explored included the increasing use of contract teachers, particularly in West Africa where contract teachers now constitute more than two-thirds of the teacher force in a number of countries. The presenter suggested that this presents two key policy challenges: (i) how teachers' rights and conditions of service are being affected and (ii) how teaching quality can be maintained and improved. He commented that research which has looked at the question of the impact of contract teachers on quality and absenteeism has revealed mixed results.⁶

A second area considered during the presentation was research on teacher training, in relation to pre-training, initial training and continuing professional development (CPD). The presenter discussed the evidence from a wide range of research associated with teacher characteristics and attitudes, models of training provision, the teacher education curriculum, the role of the practicum, the effectiveness of the providers, post-training research (including investment in CPD), teacher loss, teacher monitoring studies which addressed teacher effectiveness and teacher absence/attendance studies and incentives studies. He argued that more research is needed on admission criteria and the selection methods used to admit teachers to training programmes. He further noted that interviews are rarely used for selection of candidates for initial teacher training.

The presenter explained that many studies have highlighted the weak subject knowledge of trainee teachers. He added that there has been recent work on the impact of scholarships and financial encouragement for teachers in subject areas with a teacher shortage, such as maths and ICTs. The presenter also reflected on the position of newly qualified teachers (NQTs). He suggested that NQTs need much more support than they presently receive, particularly in the early phase of their careers. He argued that more research and development of school level mentoring systems would help here.

He went on to explain that there is a need to undertake more research on how best to improve the quality of teacher trainers working in colleges and universities. Often teacher training courses do not match the rhetoric with regard to best practice. Courses are frequently overloaded, with poor assessment of teaching skills. Trainees are usually inadequately supervised, and the governance systems of the teacher training colleges are often weak.

The presenter then looked at research at the system level. Research here tends to consider issues associated with teacher deployment and utilization, teacher quality assurance systems, inspection, advisory and support systems. He noted that teacher education is frequently treated as the poor relation in many education systems. He suggested that there is a need for more research on how to develop robust education capacity and quality assurance systems at all levels, particularly on post-training performance and on teacher development and management. The issue of non-state provision, he suggested, is also critical, as many teachers are increasingly working in the private sector. There is a need to generally improve data collection on teachers and to develop EMIS systems to supply this information routinely to support better management and administration of teachers (including more efficient salary payment systems) as well as for professional development and support.

Mr Sayed then commented that the policy of increased decentralization of teacher recruitment, deployment, development and management does not always solve the problem of teacher deployment in areas of need. He further noted that teacher absence is a particularly important problem. More research needs to be carried out in this area, including looking at incentives.

3.4 The Teacher Issues Project

“Teacher attrition is likely to rise in most countries, as current attrition is kept artificially low by the large numbers of relatively young teachers recruited during the recent expansion... Many education ministries have poor planning for teacher supply, and in some cases limited control over teacher supply.”

Mr Aidan Mulkeen of the World Bank (Africa Region) presented cases from the World Bank's Teacher Issues Project. The Teacher Issues Project is a policy support activity involving country studies in seven Anglophone SSA countries: Eritrea, The Gambia, Lesotho, Malawi, Uganda, Zambia and Zanzibar (Tanzania). The presenter first highlighted problems in relation to teacher supply. He commented that almost all of the countries studied are not training sufficient teachers to meet their needs, although a few have apparent surpluses resulting from interruptions in hiring. He indicated that teacher supply faces additional challenges as secondary systems expand and increasing numbers of primary teachers move into the secondary level. Teacher attrition is also likely to rise in most countries, as current attrition is kept artificially low by the large numbers of relatively young teachers recruited during periods of recent expansion. The presenter highlighted how teacher supply difficulties are most acute in specific subject areas, most frequently in mathematics and science. He described how many education ministries have poor planning for teacher supply, and in some cases limited control over teacher supply.⁷

The presenter noted that in addition to the supply difficulties, almost all countries have problems of teacher distribution, particularly with regard to attracting and retaining teachers in rural areas. He talked about the uneven distribution of qualified teachers in these areas and the lack of both female teachers and mathematics and science teachers. However, he suggested that there are policy responses that can be applied to address these challenges. These include: providing financial incentives (not always effective but there is some evidence of success in The Gambia), hiring of local teachers, providing choice of posting and selecting teachers likely to work in rural areas.⁸

A third issue discussed was that of teacher management. Teacher absenteeism, and “absence on the premises” are both reportedly high, but teacher attendance is rarely adequately monitored. The presenter suggested that some of the policy options to consider are with regard to the better management and reduction of teacher absence: community monitoring, better training and supervision of head teachers, better inspection services, ensuring salary stoppage for absconded teachers and linking promotion with teacher performance.⁹

Finally, Mr Mulkeen highlighted the importance of teacher cost issues for policymaking and ended by emphasizing that the dimensions of quality, quantity, location and cost were all inter-linked aspects of the policy challenge.

3.5 Regional Research Results on Teachers and Quality Learning

“...research can help us to better understand the potential impact of different policy options that countries may choose in difficult contexts... We need a much stronger understanding of the surprisingly low impact of teacher training.”

Mr Jean-Marc Bernard, Education Economist at Pôle de Dakar/ UNESCO-BREDA, gave a presentation based on recent work involving teacher research carried out through the “Analysis Programme of CONFEMEN Education Systems” (PASEC) and at the Pôle de Dakar. He explained that although it is recognized that many teachers are needed in SSA if Universal Primary Education is to be achieved, the fact that teacher salaries represent 60 percent to 90 percent of the education budget places many countries in a difficult position.

Frequently, he said, there is a need for trade-offs between salaries and school enrolment. Some categories of teachers, like contract teachers, cost less and therefore can help to increase the number of children who can enrol in schools. He explained that it is estimated that in Niger for example, contract teachers have helped to increase the number of children in schools by 49%.

The presenter went on to discuss how research can help us to better understand the potential impact of the different policy options that countries in difficult situations may choose. In particular, research can help in estimating the impact of different teacher profiles on the quality of students' learning, which appears to be poor throughout Africa. However, the presenter pointed out that there are strong internal and external disparities with regard to this. Assessing teacher impact requires value-added models and adequate analysis. He explained that the current models suggest that the impact of teacher academic diplomas, training, or status is not as important as one may assume.¹⁰

The presenter highlighted that research indicates that teachers and the actual class itself are the two factors that make the most difference to pupils' learning. On average 24% of pupil's progress in Sub-Saharan Africa countries studied by the PASEC can be attributed to these factors. He further underlined that the effectiveness teacher management, in terms of recruitment, incentives, and allocation or real learning time, may also be crucial to the quality of pupil learning outcomes. More research is needed on these subjects. Mr Bernard also argued that a much stronger understanding of the surprisingly low impact of teacher training is required.

3.6 Discussion



The three presentations stimulated discussion among participants. A selection of some of the comments made, and a summary of other key points from the discussion, follows.

The Head of Teachers' Education Development in Ethiopia commented that in his country teachers are increasingly able to handle the content aspects of the curriculum, but they often lack the pedagogical skills to teach the content effectively. He suggested that it is therefore important to help teachers develop improved facilitation skills, rather than transmission skills, and that it is clearly vital to get the appropriate balance for the teacher education curriculum. He also talked of increasing evidence which shows that teachers are leaving the profession after a short period of service and suggested that it is important to consider the implications of this trend for teacher education policy, especially under circumstances where teacher training provision has traditionally been front-loaded.

The Directeur de la Formation Initiale et Continue of Niger described how his country is currently working on its teacher education policy. One area of challenge, he said, is identifying candidates for teacher training who are sufficiently qualified. Global drivers are changing assumptions about what is a 'professional teacher', and the role and expectations of the teacher are changing rapidly in many contexts. He talked of new areas of expected competence, e.g. health education, ICTs, gender awareness, disability, special needs expertise and inclusiveness. Another issue he highlighted is that in some countries teachers' age profiles will lead to large numbers of teachers soon retiring. This presents significant replacement challenges. Furthermore, there is a particular need to train Head Teachers and to train and support the growing number of contract teachers.

The Inspecteur de l'Enseignement Secondaire Option Sciences de la Vie et de la Terre of Burkina Faso talked of how his country has recently upgraded the qualifications needed for teaching at the basic level. The country is moving

from ‘A level’ entry to ‘degree level’ entry for basic education teachers. In Burkina Faso, all teachers are required to serve for three years in rural areas immediately after graduation. Science and maths teachers enter with ‘A levels’ and then undergo a four-year training course at a Science and Maths Teacher Training Institute. Other teachers receive two years of university training, followed by a two-year course at a Teacher Training College.

These comments highlighted a number of trends, some of which are contradictory. On the one hand, pressure to increase access is leading to teacher recruitment policies which engage teachers with lower levels of education and less pre-service training. This raises questions about the impact on the quality of education offered. On the other hand, States are increasingly experimenting with trial mechanisms which are designed to improve the quality of their teacher forces – by raising entrance standards and by putting in place affordable and effective continuing education systems. It was suggested that there is clearly a need for UNESCO to support and encourage more research on teachers in SSA and in particular, to focus on the issue of teacher motivation and how to achieve greater professional involvement.



3.7 Group Work



Following the presentations on research and the ensuing discussion, the participants worked in groups to discuss the issue of research, namely: 1) strengths and weaknesses in research; 2) various levels or types of research; 3) bias in research; 4) research gaps; 5) voices in research (whose voice is heard? whose voice is left out?); 6) evaluating contradictory research; 7) potential policy responses to research; 8) access/utilization/dissemination of research and 9) building research capacity.

The discussions revealed a number of research gaps that participants felt were important:

- **Learning:** Classroom based research on children’s learning, particularly with regard to achieving more reliable and valid measurement of learning.
- **Identity:** Identity and how notions of citizenship develop, including more impact research on citizenship initiatives and the role of teachers in this area.
- **Linkages:** Links between teacher characteristics, teaching practices and student learning achievement.
- **Quality:** Effective monitoring of the quality of learning at the school level, including how to use examination results, particularly as a baseline. There is also a need to develop a deeper understanding of how to support SSA children in developing ‘higher order thinking skills’.
- **Voice:** Participants felt that a much deeper understanding of whose ‘voices’ are heard and represented via research is required, along with a discussion of the accompanying implications.
- **Access and impact:** Improved dissemination of research results to key stakeholder groups and measurement of the impact of the dissemination measures taken, particularly with regard to policy impact.

4 The Status and Working Conditions of Teachers

“...it is vital to involve teacher organizations, including unions, in the determination of broader education policy, along with fostering close cooperation between education authorities, teacher organizations, parents and research institutions.”

Mr Bill Ratteree, Education Sector Specialist from the International Labour Organization (ILO), gave a presentation entitled ‘*Social dialogue, employment and careers, effective teaching and learning conditions*’. The presentation drew attention to the importance of some of the principles recorded in the 1966 and 1997 ILO/UNESCO Recommendations concerning the Status of Teachers, including higher education teachers. Reference was also made to the findings of the Ninth Session of the Joint ILO/UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel (CEART).¹¹

The presenter emphasized the importance of involving relevant stakeholders, especially teachers and their organizations, in proposed changes in policy regarding the status, professional development and working conditions of teachers. Reference in particular was made to ILO principles, supported by UNESCO in the framework of the Recommendations and the joint work of the CEART, which stress the value of freedom of association, broad consultation, collective dialogue and bargaining and the active participation of teachers in decision-making. It was argued that negotiations with teachers should occur within a recognized institutional framework, and that ad hoc measures involving

individual deliberations and agreements should be avoided. The benefits of fostering an enhanced social dialogue through collective representation by teachers' organizations were discussed. Benefits cited included: reducing stakeholder alienation, developing allies and progressive alliances and reducing strikes and costly work stoppages. The presenter highlighted how the benefits of inclusive social dialogue outweigh the disadvantages when undertaking policy negotiations with teacher organizations. Social dialogue was described by the presenter as the 'glue' of any education reform. Member States were urged to establish social dialogue as an integral part of the education planning and policy processes. The presenter emphasized that it is vital to involve teacher organizations, including unions, in the determination of broader education policy, along with the fostering of close cooperation between education authorities, teacher organizations, parents and research institutions.

The presenter described how, in the era of EFA, many countries are moving from elite to mass-based education systems. This raises particular challenges with regard to teacher supply and quality enhancement, and the presenter emphasized that the key principle in any expansion (including emergency recruitment and training) should be to not endanger professional standards, or cause loss of quality to pupils. Unqualified teachers should work with the guidance of qualified teachers, especially in their early period of service.

The presenter went on to consider policy, pointing out that multiple factors impinge upon and determine policy decisions in the areas of recruitment policy, including salary levels, job prospects and security, career progression and professional and intrinsic values. The issue of contract teacher recruitment was explored in relation to the good practice advocated by UNESCO and ILO. He explained how the

recruitment debate has extended under the pressures of EFA, with the development of more diversified forms of employment and contracting, but that a recent ILO commissioned review of practices in many countries argues that under-qualified, low cost teachers are a false economy. Key principles to redress such policies include: ensuring that such teacher recruitment policies are made only on an exceptional basis, that measures taken do not endanger professional standards and learning quality, that candidates selected for the profession through emergency training programmes be subsequently given the right to a full professional development programme and notably that countries which under invest in education and teaching seek to attain the international benchmark of six percent of GDP invested in education so as to permit adequate expenditures for a professional teaching force.

Consideration was also given to some of the recommendations from the *'Pretoria Declaration on Teachers'*, adopted in 2005. The presenter explained how the Recommendations of the Pretoria Declaration were an outcome of an ILO initiative with 14 southern African countries and Nigeria which aimed to respond to acute teacher shortages and improve recruitment. Delegates recommended that Member States adopt fixed targets and timelines in order to qualify all teachers according to defined national standards. They had also suggested the development of additional basic teacher education infrastructures, including more teacher training colleges and local teacher centres, teachers' professional councils, codes of ethics and fixing benchmarks for investments in continual professional development. The need for teacher salaries to balance the incentives to become and remain teachers in relation to other professional jobs with a country's ability to finance education systems had also been discussed. The presenter

stated that the most recent CEART session had decried the long-term decline in teacher salaries, which has to be redressed if quality education is to be achieved in any country.

The presenter also advocated the need to remain vigilant in addressing gender imbalances in the profession, particularly at the leadership levels, while also addressing gender inequities and inequalities through the development of more gender-sensitive policies and practices. He pointed out that levels of violence in schools are on the increase, and that this violence is negatively affecting recruitment to, and service in, the profession. He described how serving teachers are increasingly abandoning the profession early and how reductions in longevity of teacher service have serious cost and quality implications for all Member States.

Mr Ratteree further remarked that since the 1966 Recommendation had been adopted, some new issues which were not foreseen at the time of the Recommendation's drafting have emerged. These include issues such as HIV and AIDS, ICTs and some aspects of the recent gender equity debates including increased violence in schools. He concluded by noting efforts underway to update the use of the 1966 Recommendation, based on the findings and recommendations of the CEART.

4.1 Discussion

The discussion that followed focused on the issue of countries foregoing contractual teacher policies, which had notably expanded access to school in many countries, and on modalities for effective social dialogue between education authorities and teachers' organizations. Mr. Ratteree noted that countries had to carefully consider the potential long-term costs to quality of contractual teacher and shortened teacher education programmes. In terms of social dialogue, he argued that the capacity of teachers' organizations to effectively engage in broad educational social dialogue needs to be enhanced through international cooperation. The willingness of national authorities to engage in such dialogue should be encouraged.



5 Financing Teacher Development

On the topic of ‘Financing Teacher Development,’ there were two presentations, one was given by Mr Serge Péano of UNESCO/IIEP and the other by Mr Jean-Pierre Jarousse of Pôle de Dakar/UNESCO-BREDA.

5.1 Issues Associated with Teacher Costs

“...in making policy choices, it is important to protect the investment in education, not just in terms of numbers, but also to provide good enough quality and efficiency, as well as pay attention to questions of equity.”

Mr Serge Péano, Senior Programme Specialist from UNESCO’s International Institute for Educational Planning (IIEP), presented the first input on issues associated with education costs and financing of teachers with regard to meeting EFA challenges. He highlighted how costs are related to demand for education (which is primarily influenced by the school-aged population and enrolment levels), learning conditions (e.g. pupil-teacher ratios, pedagogical organization or physical facilities) working conditions and remuneration levels of teachers, including work load, deployment, status and qualification issues.

The presenter discussed the possibilities for education in a context of structural adjustment, or in one where governments are under severe expenditure pressures. In the very long term and ideal scenario, he

suggested that these countries would either foster enough economic growth, or reduce their population enough to finance the needs of their educational systems. But in the short and medium term, the presenter said that there is a need to find solutions to realize the adjustments between enrolment level, learning conditions and working conditions of teachers. All possible measures can be summarized as either doing more with the same resources, i.e. decreasing unit costs, or mobilizing other sources of funding.

The presenter stressed that in practice, doing more with the same resources means adjusting a number of variables including: class size, organization of schooling, using cheaper materials or cheaper staff and improving the efficiency of resource utilization (e.g. through better staff management or a reduction of repetition rates). He then went on to explain that mobilizing other sources of funding, on the other hand, may mean relying on external donors, income generation activities, or parental or community involvement.

Mr Péano concluded by commenting that in making policy choices, it is important to protect the investment in education, not just in terms of catering for an adequate number of students, but also to provide good quality and efficiency while paying attention to questions of equity.

5.2 A Financial Simulation Model

“The basic principle of the model is relatively simple. It looks both at the resource and expenditure sides of education policy in an interactive manner in order to help to model and build sustainable national education policy.”

Mr Jean–Pierre Jarousse, Head of Pôle de Dakar (UNESCO-BREDA), explained that the mandate of Pôle de Dakar is to support Member

States in diagnosing and analyzing challenges in their education sectors, as well as to support governments in defining effective education policies. Towards this mandate, Pôle de Dakar produces statistical analyses and syntheses and contributes to the building of national capacity through a variety of means, including distance learning courses, some of which lead to accreditation.

He presented a financial simulation model which was initiated by the Institut de Recherche sur l'Economie de l'Education (IREDU), and which is currently being used by Pôle de Dakar to help education policy makers, including those involved with teachers, to forecast and plan for changing needs. The presenter explained that the Financial Simulation Model can be used: (i) as a *technical tool* for costing resources allocated to education and for assisting the development of policies involving trade-offs, student flows and financial gaps, and (ii) as a *communication tool* to facilitate dialogue between those involved, including technicians, decision makers, Ministry staff, civil society partners and donors.

He explained that the basic principle of the model is relatively simple. It looks both at the resource and expenditure sides of education policy in an interactive manner, in order to help to model and build sustainable national education policy. The presenter described how the model is both refined enough to give accurate simulations, yet simple enough to foster sound understanding and ownership by all partners. Using a base year, projections are made for the target year. This takes into account a country's economic situation (e.g. GDP, tax pressure), as well as a consideration of policy choices, including possible trade-offs between the various levels of education. To obtain the most accurate and consistent figures for the base year and explore realistic policy options, the simulations are necessarily preceded by an analysis of the education sector.

Mr Jarousse stressed that the model itself cannot inform how the policy choices which are envisaged by a particular country will be realized, but it can estimate how much a policy might cost if it were to be implemented. Further details of the modeling software and its associated materials, along with orientation and capacity building support, is available to SSA Member States from the Pôle de Dakar.

5.3 Discussion

Participants recognized the importance of financial simulation and commented that documents like the EFA plans sometimes lack such information. The risk of having too many different planning documents which may lack coherence was also emphasized. The IIEP and the Pôle de Dakar colleagues stressed that their institutions already contribute to capacity building activities for national stakeholders and that the needs in that domain remain important.

Participants discussed the possibilities for more efficient use of education resources, considering issues such as school construction, double shifts, multi-grade schools and deployment issues. The use of double-shifts, which sometimes appears to work well, it was felt, also raises the question of how to maintain quality with a reduced number of hours. With regard to multi-grade classes, it was stressed that this approach may also require additional teacher support. The use of more in-service teacher training to compensate for reduced pre-service training, using more school-based training utilizing Open and Distance Learning (ODL) methods, was also highlighted.

Presenters stressed the importance of undertaking a diagnosis of the situation using methods such as the RESEN diagnosis developed by Pôle de Dakar. Diagnosis can help to identify existing alternatives and scope for making improvements before detailed financial simulations are undertaken.

The issue of teacher salaries was also debated by the group, and it was highlighted how in some Member States, teachers have such a difficulty in



5.3 Discussion continued



making ends meet that it is unrealistic to further reduce their salaries. In other countries, salaries are tied to qualification levels. Community teachers are a particular concern with regard to both quality and equity, as the poorest communities often have to pay for their teachers. This diversity in terms of teachers' situations, it was felt, requires a range of strategies. More recently, donors have chosen to contribute directly to community teachers' salaries. It was felt that the policy option to diminish the ratio between teacher salaries and GDP per capita is in a context of national economic growth and will not necessarily diminish teachers' purchasing power or nominal salary.

Participants also voiced concern that a Ministry might increase teacher recruitment at the expense of quality. Some countries have, however, succeeded in achieving both quantitative and qualitative increases. Finally, concerns were voiced about producing increasing numbers of educated young people in a situation of low economic growth and high unemployment rates. It was stressed that under-investing in education poses a greater risk than over-investing in it. There is no known development model for an illiterate society.

6 Emerging Issues

Four presentations on emerging issues and teacher education policy were given during the workshop: (i) HIV and AIDS; (ii) ICTs; (iii) TVET and (iv) New Learning Models.

6.1 HIV and AIDS

“...it is important to equip teachers to respond to HIV and AIDS using multiple strategies... teachers need to be trained to teach about HIV and AIDS, with priority being given to young teachers and to pre-service training.”

Ms Tania Boler, Programme Specialist from UNESCO’s Section on HIV and AIDS, gave a presentation on teachers and HIV in SSA. This included a consideration of four topics: how teachers are affected by HIV, teacher knowledge and attitudes towards HIV and AIDS, additional HIV-related challenges faced by teachers and EFA and the Global Initiative on Education and HIV & AIDS (EDUCAIDS).

The presenter explained that EDUCAIDS is one of three current high-level UNESCO Initiatives in education. It is focused on developing a comprehensive education sector response to HIV and AIDS and is planned and delivered through partnerships. She then presented the five main components of the EDUCAIDS initiative: (i) quality education which includes cross cutting principles; (ii) content, curriculum and learning materials; (iii) educator training and support; (iv) policy management and systems and (v) approaches and illustrative entry points. Accordingly, it is important to equip teachers to respond to HIV and AIDS using multiple strategies.

She described how education is needed in order to:

- equip teachers to reduce their own risk of infection and to better understand the harmful effects of HIV related stigma and discrimination;
- ensure a safe and protective working environment (especially for HIV-positive teachers)
- provide evidence based comprehensive education on HIV and AIDS to students.

The presenter's address also considered how teachers are affected by HIV. She talked of how early on in the pandemic, teachers were thought to be particularly vulnerable to HIV, due to their relatively high incomes and as a result of being posted to different communities. However, she explained that the evidence base for this is weak, with only a few studies having been conducted specifically on teachers and HIV infection to-date. The only major study conducted in SSA is from South Africa. This study found a 12.7 percent average infection rate for teachers, with a 21.4 percent infection rate among the 25-34 year age group. These rates were, on the whole, similar to national rates of infection, suggesting that teachers are not particularly vulnerable to HIV. The study also found that mortality related attrition had risen from 7 percent in 1997 to 17.7 percent in early 2000, as a percentage of overall teacher attrition in South Africa.¹²

The presenter also highlighted how there is some evidence to suggest that teacher knowledge and attitudes towards HIV and AIDS is both limited and misguided. For example, a recent Kenyan study revealed large and disturbing knowledge gaps in teachers' understanding about HIV and AIDS as well as low rates of self-reported condom use, with only 13 percent of teachers with multiple partners claiming that they

used condoms all the time.¹³ She recommended that teachers need to be the focus of HIV prevention and awareness efforts in order to reduce their own risk to HIV.

Additional HIV-related challenges faced by teachers were also discussed. These included: how to train teachers effectively to teach about HIV and sex, how to contribute to the care of orphans and vulnerable children and how to best provide them with psycho-social support, how to look after the needs of HIV positive learners, how to ensure adequate teacher coverage in the light of HIV-related teacher absenteeism and how to ensure that HIV-positive teachers can manage their treatment regimes effectively while continuing to teach.

The presenter suggested that Teacher Education Directorates need to develop more supportive policies and environments with regard to HIV. In particular, she argued that it is important for Teacher Education Directorates and Ministries of Education to develop workplace policies which respond sensitively to the effects of HIV. This could be by assisting teachers to draw upon existing support networks and teacher unions and by giving better access to voluntary counselling and testing, prevention services and treatment care and support programmes. Furthermore, she suggested that Ministries of Education should consider establishing schools as Centres of Care and Support. The ILO and UNESCO have developed education sector workplace policies for Southern Africa in this area, and these could be used as a starting point.

Ms Boler concluded by stressing the need for TTISSA to consider how best HIV and AIDS can be factored into all components of teacher education. She emphasized that teachers need to be trained to teach about HIV and AIDS, with priority being given to young teachers and

to pre-service training, and that governments need to support infected and affected teachers and students as a priority.

6.2 Information and Communications Technologies (ICTs)

“With changing costs and realities, developing countries are shifting their views on ICTs from seeing them as a luxury to seeing them as a need ... Integrating ICTs successfully into teaching and learning is a complex endeavour with many critical success factors and risks of failure.”

Mr Cedric Wachholz, Programme Specialist in the Office of UNESCO's Assistant Director-General for Education, gave a presentation on the development and utilization of ICTs in teacher education contexts. He described how with changing costs and realities, developing countries are shifting their views on ICTs from regarding them as a luxury to seeing them as an essential need. The presenter argued that in order to be effectively used, ICTs need to be affordable and sustainable and that policies on ICTs have to be based on evidence. Integrating ICTs successfully into teaching and learning is a complex endeavour with many critical success factors and risks of failure.

The presenter explained how UNESCO has developed with partners an ICT for Education toolkit for policymakers (www.ictinedtoolkit.org). This toolkit assists countries and institutions to plan systematically for ICT integration, in particular by: (i) putting educational objectives first (that is, paying attention to the challenges of access, quality, cost and location); (ii) ensuring vertical and horizontal integration, (from decision makers to learners and from the hardware and its maintenance to the training, contents, policy and assessment) and (iii) considering all technological options (e.g. radios, mobile phones, computers) and

piloting soft components first. The presenter described how the educational objectives of ICTs may include expanding opportunities, breaking the isolation or increasing efficiency or quality through strategies such as making learning more motivating, or enriching contents, providing lifelong learning, improving policy planning and management, (e.g. through EMIS), or through narrowing the digital divide.

The presenter also stated that an analysis of ICTs in education in Africa has been undertaken by infoDev (The World Bank) in 2007, based on 53 country surveys. This study showed that there has been a shift from pilot projects to prioritizing policy development. He described how the predominant focus of training tends to be one-off, with stress upon the development of ICT operational skills rather than the integration of ICTs into pedagogic practice. Further, Mr Wachholz informed the group that a Young Digital Creators (YDC) Educators Kit is available to help educators and students interested to try to make better and more effective use of ICTs. It can be accessed on the UNESCO portal. A dedicated UNESCO portal for teacher education and ICT also exists at <http://www.unescobkk.org/education/ict/teachertraining>, with many useful resources and project examples available.

6.3 Technical and Vocational Education and Training (TVET)

“Part of the African development challenge ...is related to the continued perceived low status of TVET, which undoubtedly holds back the development of the continent. ...the enhancement of TVET teacher training competence is central to the success of TVET, and to poverty reduction. ...if the development challenges facing Africa are to be met, it will be necessary to ensure that up to 30 percent of the

secondary enrolment goes into TVET on the continent. At the moment, most states attract less than one percent of the enrolment to the TVET sector.”

Mr Hashim Abdul Wahab, Senior Programme Specialist from UNESCO's Section for Science, Technical and Vocational Education, gave a presentation on teacher education and policy for Technical and Vocational Education and Training (TVET). He informed the group that UNESCO has developed normative instruments to support the advancement and reform of TVET, namely the Convention on Technical and Vocational Education of 1989 and the Revised Recommendation Concerning Technical and Vocational Education of 2001. These standard-setting tools are available in both hard copy and CD-ROM versions. He also indicated that there is a forthcoming UNESCO strategy which is aimed at revitalizing TVET in SSA. This has been recently adopted by Ministers of Education in Africa and will be published in the near future.

The presenter stressed the vital and direct links between poverty and TVET. He argued that in SSA the enhancement of TVET teacher training competence is central to the success of TVET, and to poverty reduction. He added that many SSA states do not have provision for training teachers of technical colleges. Furthermore, he pointed out that today, partly due to the increasing availability of ICTs, many technical teachers, who do not have access to these technologies, are often less well qualified than their students. He made a strong appeal for TTISSA to ensure a high profile to TVET teacher development and the application of ICTs in teacher development programmes.

With TVET teacher training often involving multiple Ministries, Mr Abdul Wahab emphasized the need for improving dialogue between the different Ministries towards better inter-ministerial coordination in the area of TVET teacher education and training.

6.4 New Learning Models

“...recent developments in the understanding of brain function need to be better reflected in teacher training courses and teachers should receive training in mental health issues as they affect the classroom.”

Ms Maria Malevri, Programme Specialist from UNESCO's Section for Inclusion and Quality Enhancement, gave a presentation on new models of learning. She reminded the group that the improvement of learning quality in schools is a central goal of EFA. Her presentation stressed three areas: (i) the importance of promoting cross-sectional and cross-cultural studies; (ii) the need to contextualize understanding drawing on the best qualitative and quantitative research available and (iii) the importance of using mother tongue to achieve effective learning in the early years. She argued that it is especially important not to overload the child by teaching in multiple languages in the lower primary years. She further stressed that EFA requires an expanded vision of basic education, which includes developing school health and nutrition.

The presenter emphasized the need for more attention to multi-sectoral approaches for EFA and for more efforts to link government initiatives to research institutions. She gave examples of new evidence on the learning process which is emerging from neuroscience and which shows how nutrition and mental health affect the development of the brain, which has multiple interconnected functions.¹⁴ She talked of

the need for recent developments in the understanding of brain function to be better reflected in teacher training courses and added that teachers should receive training in how mental health issues can affect the classroom.

The presenter described how multi-grade teaching is a large scale activity – some 192 million of the 647 million primary pupils in the world currently study under various forms of the multi-grade approach. She underlined the importance therefore of strengthening teacher training in multi-grade class teaching skills, particularly for teachers who are working in developing country settings where multi-grade situations are commonplace.¹⁵ The need to train teachers to better enrich the linguistic competence of the child through their teaching was also raised. Finally, Ms Malevri informed the group that UNESCO is currently preparing a series of case studies which will consider ways to enhance learning for more inclusive education.

6.5 Discussion



The discussion that followed the emerging issues presentations highlighted the fact that these contemporary developments offer opportunities as well as challenges and moreover, that they affect all teachers and educators.

The Executive Secretary of the National Commission for Colleges of Education of Nigeria commented that one of the key long standing problems affecting TVET in SSA is the perception that TVET is inferior to other areas of learning, which results in TVET having a low status. He reiterated the presenter's view that part of the African development challenge is related to the continued perceived low status of TVET, which undoubtedly holds back the development of the continent. Questions were also raised as to how this situation can be changed.

6.5 Discussion continued

Mr Abdul Wahab responded by highlighting the need for SSA countries to set up National Councils for TVET and to support the development of entrepreneurial and small business development skills. He reiterated that if the development challenges facing SSA are to be met, it will be necessary to ensure that up to 30 percent of the continent's secondary enrolment goes into TVET on the continent. At the moment, most states attract less than one percent of the enrolment to the TVET sector which, he re-emphasized, is a serious constraint on African development.

Discussion also ensued about new knowledge not being applied, or used as rapidly or extensively as it could be. It was reflected that an increase in knowledge and the improvement in the relevance of that knowledge can depend upon changing the way in which people learn and apply their learning. Teacher educators are at the heart of this process.

Ms Malevri commented that changes in knowledge (e.g. advances in areas like cognitive neuroscience, child psychology, linguistic development, emotional intelligence) are often slow to be reflected in the curricula of national teacher education systems and that National Curriculum Development Centres and their training programmes are frequently under funded. Their staff also has few opportunities to renew its knowledge. Consequently, many training courses remain significantly out-of-date. Furthermore, the application of new learning technologies which could help to more readily and rapidly facilitate effective responses to challenges, such as HIV (through for example wider and better applications of ICTs and the application of behavioural science), are also slow to be disseminated and adopted. She stressed that what and how education policy makers and teacher educators think and choose to do in this area is very important.



7 National Teacher Policies in Sub-Saharan Africa

“...in the case of South Africa, the National Policy Framework for Teacher Education and Development (NPFTED) is attempting to overcome the country’s strong legacy of colonialism and under-development and prepare South Africans to contribute to an economy which is currently the second strongest on the African continent and among one of the fastest growing in the world.”

7.1 Teacher Policy in SSA: An Initial Review

Ms Tara Bukow, Education Consultant, began by explaining that TTISSA is mapping the current situation with regard to teacher policy development in SSA. As part of this work, she explained that an initial review of the status of teacher policy development was commissioned in a selected group of countries. To this effect, the review was carried out based on six national teacher policies (Democratic Republic of Congo, Guinea, Lesotho, Niger, South Africa and Zambia). The presenter then provided a summary of the scope of the coverage of the policies reviewed. She noted that some policies (e.g. South Africa) cover teacher training at all levels, whilst others (e.g. Niger) focus on the basic education level only.

The presenter also noted that the majority of the policies addressed issues of country context, provided teacher projections and an overview of the education system, discussed the main components of teacher training and provided details of challenges, with envisaged action plans and strategies. Some of the policies also discussed the

policy development process, including initiating dialogue with stakeholders, carrying out literature reviews and undertaking policy development based on existing education sector plans and broader development frameworks, such as Poverty Reduction Strategy Papers (PRSPs). She described how some policies did give consideration to new emerging issue areas, such as ICTs, HIV and AIDS and achieving gender equality. Ms Bukow concluded by identifying some of the commonly cited challenges in the policies. These included insufficient budgets, disconnects between teacher training and classroom practice and fragmented provision of in-service training.

7.2 Teacher Education Policy Formulation Process

7.2.1 The Experience in South Africa

Mr Haroon Mahomed of South Africa presented a case study of the process of developing South Africa's *National Policy Framework for Teacher Education and Development* (NPFTED).

The presenter began by suggesting that in countries that consistently perform well in education (e.g. Canada, Finland, Japan, Singapore, South Korea, Cuba), there are three main emphases in their approach: 1) getting the best teachers; 2) getting the best out of them and 3) stepping in when learners start to lag behind.¹⁶ He explained that in the case of South Africa, the NPFTED is attempting to overcome the country's strong legacy of colonialism and under-development and prepare South Africans to contribute to an economy which is currently the second strongest on the African continent, and among one of the fastest growing in the world. The presenter then provided a history of the origins and development of the NPFTED, including reference to the pre-1994 period when teacher education was provided by 150

colleges under the apartheid system. The apartheid system had resulted in a highly unequal provision of teacher education.

The presenter then described how in 1995 a teacher education audit was conducted, which resulted in the closure of the 150 teacher training colleges that had earlier constituted the racially-based apartheid teacher training system. The subsequent rationalization programme included a selective re-integration of teacher education institutions into 23 higher education institutions. The South African government then produced two policy documents to guide its new approach to teacher education and training: (i) *Norms and Standards for Teacher Education* and (ii) *Norms and Standards for Educators*. This was followed by the development of the NPFTED, with the aim of bringing greater clarity and coherence to the teacher education system and ultimately to develop high regard for a quality teaching profession.

In addition to explaining the scope and purpose of the NPFTED, the presenter explored linkages between Initial Professional Education and Training (IPET) and Continuing Professional Training and Development (CPTD). In terms of IPET, he highlighted how the South African policy has established a standard initial qualification for entry into the teaching profession (a Bachelor of Education degree (with 120 practice-based credits), or a four-year degree plus a professional grade Diploma. He explained that the policy also makes provision for a bursary scheme for new recruits into teaching. In relation to CPTD in South Africa, he described how this is to be organized using a points system awarded upon completion of courses offered by registered providers. In addition, a short-term Teacher Education Advisory Committee (TEAC) is to be established. Mr Mahomed also gave details of South Africa's teaching force and discussed the current state of implementation of the NPFTED.

7.2.2 The Nigerian Policy Development Process

A case study of the Nigerian national teacher policy was given by Mr Mohammed Junaid, Executive Secretary of the National Commission for Colleges of Education (NCCE). He explained how the teacher policy is a component of the broader Nigerian National Policy on Education, which applies to the entire education cycle from pre-primary to primary, secondary and tertiary education. The policy applies to both the private and public sectors. The Teacher Education Policy addresses pre-service and in-service training and the continuing professional development of teachers throughout their careers. The policy is standards-based, focusing on the standards to be implemented in pre- and in-service programmes, with a particular focus on the evaluation of teacher classroom performance.


The presenter also explained that the Nigerian teacher policy process began as a partnership between the Federal Ministry of Education (FME)/UNESCO and USAID through the Enabling HIV & AIDS, TB and Social Sector Environment (ENHANSE) project. In 2004 the three organizations formed a Teacher Education Task Force to deliberate on teacher education reform issues. The mandate of the Task Force was to identify practices, perceptions and problems, ascertain what teacher education policy already existed in Nigeria and make recommendations for the development of a comprehensive national policy.

The presenter explained how a wide range of stakeholders were involved in the teacher policy development processes and how interactive consensus building was prioritized. The process of policy development involved meetings and research (using questionnaires, classroom observations, interviews and discussions), which was

conducted in six states of the country. The Task Force identified a range of policy choices including: requiring mandatory teacher professional development, introducing teacher re-certification and licensing, introducing a Code of Conduct for Teachers, the introduction of minimum qualifications and working experience, the establishment of new requirements for appointment of School Inspectors and the regular supervision of schools.

Mr Junaid concluded by describing how several rounds of meetings were held from September 2006 to December 2007. The first meeting was to discuss the findings of the Teacher Education Task Force review and determine various policy options. During the process, a draft policy was prepared by the Teacher Education Working Group in collaboration with key stakeholders and International Development Partners (IDPs), under the guidance of a local consultant. This draft policy was presented to various stakeholders, reviewed and then underwent an approval process involving a number of different stakeholder bodies, pending its final approval in December 2007.

7.3 Discussion



In the discussion that ensued from the three presentations, other country examples of teacher education policy development were identified. The Head of Teachers' Education Development from Ethiopia described the country's Teacher Development Programme Policy and the process followed in Ethiopia. This involved setting up a Teacher Development Coordinating Committee (TDCC) and Teacher Education Advisory Group (TEAG) to drive and coordinate the teacher policy development process. The Director of Teacher Education from Zambia commented on the role played by external actors (the Commonwealth of Learning and the University of Northampton, UK) in the policy development in Zambia. She stressed, however, that the process actively involved the Zambian authorities at all stages.

7.3 Discussion continued

It was felt that the role and influence of external actors in national policymaking can have both positive and negative implications.

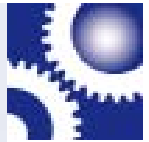
The South African example was lauded by the participants as a bold and progressive step forward for teacher education in Africa. During the ensuing discussion, Mr Mahomed observed that the implementation of the NPFTED faces many challenges, including: managing the co-ordination between the national and provincial governments, obtaining the necessary funding, the development of high quality providers for teacher education, generating reliable and accurate data and achieving the successful coordination of key social partners. He also noted that not all aspects of implementation of the NPFTED have yet been fully costed.



7.4 Group Work

Following the presentation of the case studies, country participants worked in groups to discuss their reactions and to consider the policy development processes in their own countries.

The groups' feedback indicated that about half of the countries represented in the Forum had teacher education policies, while the other half had none or were beginning the process of policy development. It was highlighted how existing policies were based on a vision of strengthening the teaching profession and the recognition of the importance of teachers in the quest for quality education. The point was made that although many of the existing policies are integrated within broader education sector policies, plans and frameworks, there is a need for improving this integration. From the discussion, it was highlighted how the scope of existing policies varies, with some addressing the entire education system and others focusing on basic education only. The discussion reflected that several of the policies consider emerging trends, such as HIV and AIDS and the use of ICTs.



7.4 Group Work continued



The countries with policies noted that research had been conducted in most cases to inform the policies, but some participants suggested that there is a need for community-focused dimensions of the research. The policy development process varied from country to country, with some countries setting up formal consultative groups or task forces and others opting for more loosely structured processes. There were some examples of countries using gazetting and forums in order to solicit the views of the public. There was less discussion of financing issues, with more emphasis being placed on processes of validation and dissemination. Although various means had been used for dissemination among civil society, several of the participants noted that there is not necessarily a strong awareness of the policies within the key stakeholder groups.

While country participants discussed the above issues, UNESCO Field Office colleagues were requested to reflect upon their experiences in supporting countries' policy development processes and consider the role that UNESCO should play in this regard. In their feedback, the group emphasized that the main actors in teacher education policy development are the Governments, but that development partners can play an important role. Given that UNESCO works to support all levels of education, it can support countries to ensure that their policies adapt a holistic vision of the system and incorporate the different sub-sectors. In addition, it was suggested that UNESCO can help promote more participatory processes of policy development, involving various stakeholders such as universities, teacher training institutions, teachers' unions, communities, the media and others. The group thought UNESCO could also play more of a mediating role given its relationship with actors at the global, regional (African Union), sub-regional (Regional Economic Communities) and national (governments, development partners) levels. Lastly, the participants observed that UNESCO could support Member-States to better negotiate policy between the different levels.

8 Synthesis: Lessons Learned

The feedback from each of the working groups is summarised below.

Group Work Overview

This session was conducted as a review and agenda setting exercise. The key objectives of the session were to:

- i) reflect on the relevance and importance of the key issues raised during the presentations;
- ii) identify, discuss and further internalize understanding of the challenges facing teacher policy development in SSA and;
- iii) synthesize and prioritize key points for future action by the TTISSA community.

The group worked in seven focus groups:

- 1 Development Discourses and Teacher Education;
- 2 Policy Development;
- 3 Research;
- 4 Status and Working Conditions;
- 5 Costing and Finance;
- 6 Future Trends and Emerging Issues;
- 7 TTISSA Working Processes.





8.1 Development Discourses and Teacher Education

The group recognized that the Capability Approach (CA) to teacher development could provide a useful theoretical complement to existing teacher development discourses and practices. It was felt that the competency and skills approach to teacher development, linked to human capital theory and an expanded vision of human and child rights, could be usefully complemented by a programme of teacher development which draws on the CA. The group further highlighted how teachers are not sufficiently involved in the design and implementation of their own professional development. They recommended that TTISSA develop Terms of Reference to guide the establishment of a Capability Working Group on Teaching (CWGT). The role of the group would be to produce a theoretical framework for lifelong teacher education, drawing on the CA. It was also suggested that TTISSA could encourage and support a series of workshops to consider how the CA to teacher development could be used to complement existing approaches and practices at national level. The overall aim would be to develop and test a more globally robust theoretical approach to lifelong teacher development.



8.2 Policy Development

The group on policy development agreed that policies relating to teachers often need to be more holistic and inclusive. They suggested that policies should include literacy and non-formal education teachers and address the newly emerging issues of a more globalized world, such as HIV and AIDS, shortage subject areas and ICTs, as well as covering all education levels – early childhood, primary, secondary, TVET and higher education. The group emphasized that policy development should be revisited regularly to take account of contextual

changes. It was also felt that, at the country level, there is a need for a longer-term vision, better governance, improved education budgets, and a more intelligent use of resources (use of local materials, double-shifts, a reduction in repetition rates, better matched curricula), as well as more finance generation through a wider diversity of pathways (auto-financing of schools or special taxes to support special education funds). Forum participants identified several issue areas in the policy development process that they felt could benefit from more attention.

These included the lack of:

- policy ownership, in that it was considered that technical and financial partners can heavily influence policy content but that weaker, equally legitimate stakeholders have less voice.
- effective policy dissemination, in particular towards civil society
- effective validation of policies and lack of systematic regular policy evaluation
- comprehensiveness of policies, which are not holistic and do not address all levels of education
- partnerships and exchanges, internal and external, which the group felt are sometimes hampered by geo-strategic and political problems.

It was suggested that more participative and coordinated approaches, such as consultative groups and task forces with internal and external partners (Finance and Planning Ministries, the AU, the RECs, NGOs, and civil society), be promoted to harmonize policy priorities. In this regard, it was suggested that UNESCO could organize national-level workshops addressing a number of key areas. It was added that UNESCO could also draw on research and experience in order to

advocate and support countries in managing negotiations with partners and other stakeholders. Participants further underlined that UNESCO should continue to assist countries in pursuing effective Sector-Wide Approaches (SWAPs) for education and development, and reinforce integration with other policies that can help to reduce costs. The availability of special Institutes to assist member states (e.g. IIEP, IBE, or Pôle de Dakar) was also mentioned as a key asset in terms of UNESCO's assistance to countries. Forum participants suggested that the next workshop should be held with the aim of presenting and consolidating a framework for teacher policy development in SSA. It was suggested that towards this, TTISSA could share good practices related to the development of teacher training policies (e.g. case studies of South Africa and Nigeria) through its website.

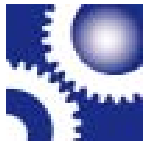
The policy development group also discussed issues relating to the financial resources and management structures for effective policy implementation. Participants agreed that in order to achieve better system management there is a need for strengthened EMIS and improved capacity building, particularly in planning. The need for periodic policy reviews with donors, government, and the education community was emphasized. In addition, it was stressed that support at the level of teacher trainers and teachers themselves will assist the effective implementation of policies. It was suggested that strategies to reinforce teacher trainer capabilities, the promotion of initial orientation programmes for teacher trainers, development of university lecturers' pedagogical skills and guidance on the management of oversized or diversified classes be supported. In this regard, it was suggested that UNESCO support the establishment of 'communities of practice' for teachers by drawing on ideas from the African Virtual University (AVU) model, which has worked with Internet Service

Providers (ISPs) through the support of the African Development Bank (ADB), the IICBA teacher education network and the National Care Standards Commission (NCSC) network in the UK.

The group further suggested that UNESCO assist countries to find finances for the implementation of their policies, in particular to draw upon the financing opportunities related to debt relief. Participants suggested that they themselves should be mobilized for dissemination and follow-up of the discussion and outcomes of this workshop in country. It was proposed that the report of this meeting be prepared before the next TTISSA Teacher Education Policy Forum. It was also proposed that participants bring to the next teacher education policy meeting a baseline of where they are in the process of policy development. Finally, it was suggested that a Steering Committee consisting of representatives of Member States be set up to advise TTISSA on future policy-related activities and developments.

8.3 Research

The group which discussed research capability and the focus of teacher education research in developing countries. The group felt that in developing countries more action type research is conducted. While this kind of research can help to solve immediate practical problems, the group felt that action-research often addressed local issues and was too small in scale, sometimes employing questionable methodologies. Furthermore, the group felt that in developing countries, the dissemination of the research outcomes was not always adequate. In particular, they suggested that key policymakers are not sufficiently well targeted, with only a privileged few gaining a coherent understanding of the research and its significance. This, the group felt, led to a higher risk that a privileged few dominate and control the



research and policy debates. They also highlighted that there may be a degree of inefficiency due to poor communication or inappropriate prioritization of research funding, which can lead to repetitive research being undertaken in areas which are not always the most relevant or necessary.

The group stressed that more attention was needed with regard to assessing research proposals and processes, including the setting of priorities, identifying foci, formulating appropriate methodologies, and the effective dissemination of results. It was put forth that this would better support the development of a broader, but better prioritised research base, which draws on a variety of epistemologies including making use of different quantitative and qualitative methods. Diagnostic studies were mentioned as a key area for research development. The group added that it is as crucial to develop adequate research capabilities in developing countries as it is to disseminate the research outcomes to the most important stakeholders.

The group made useful suggestions to improving research dissemination and utilization. It was suggested that the TTISSA website could help improve the dissemination of key research results by creating links with global research networks so that teachers, educators and policymakers can access, read and utilize research findings more easily. It was also recommended that a series of 'Policy Briefs' and 'Research Summaries' on key topics related to teachers and teaching, aimed at policymakers and other relevant education stakeholders, be developed by TTISSA.

The group identified a number of areas which would benefit from further research. These included: 1) guidance on the management of large classes, 2) more diversified classes, e.g. as a result of the impact of inclusion research and policy development. Secondary education was

also regarded as a key focus area, and the group argued that more research would support the effective expansion of quality secondary provision in Africa. In particular, it would be useful to have a review of alternative models of secondary provision.

Further, the group felt that more research is required in the area of teacher shortage in order to address issues such as the continued shortage of science and mathematics teachers. The group also felt that TTISSA should encourage more research on teachers who work in the non-formal education sector. Research shows that mother tongue teaching is also particularly important, and they highlighted that more training and support for mother tongue teachers would be useful. The group suggested that a review of effective models and best practices in these areas would be particularly helpful.

Another area identified was research on initial orientation for teacher educators, including the training of university teachers working in teacher education. The group felt it important to investigate issues associated with the development of 'communities of practice'. This would include researching existing African and other models such as those of the AVU, IICBA through its Teacher Education Network and the NCSC Network in the UK.

Following general discussion, the Forum participants identified the following research priority areas to benefit teacher policy development and suggested that TTISSA selects and prioritizes a number of these as themes of inquiry:

- Links between teacher characteristics and practices and learning achievement
- Ways to monitor the quality of learning using national exams as a reference

- Acquisition of higher-order skills (by pupils and teachers)
- Impact of citizenship education on pupils' behaviour in society
- Reasons for students'/teachers' lack of motivation, especially to work in shortage subject areas (TVET, Mathematics, Sciences, ICTs, etc.)
- Shortage subject areas, including a review of options and models for training more specialised teachers in shortage subject areas
- Research on inclusion of mother tongue training in the curriculum for basic education
- Research on effective teacher education and training in post-conflict and conflict member states
- Teachers and HIV and AIDS
- The challenge of increasing access to secondary school, models tried, access, and retention issues.

The participants also stressed the importance of building the research capacities of national researchers and of helping countries in setting research agendas and developing research institutes and programmes for teacher development. Finally, the group proposed that UNESCO could prepare reader friendly brochures with summaries of research on key topics and policy options.

8.4 Status and Working Conditions

The group on teacher status and working conditions emphasized the importance of TTISSA continuing to encourage and develop improved and more extensive processes of social dialogue as an integral part of education planning and policy making. They argued that better

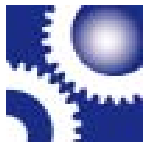


teacher involvement was central to this process. The group also suggested that the 1966 ILO/UNESCO Recommendations on the Status of Teachers should consider how to address many new emerging areas (e.g. HIV/AIDS, ICT, gender equity). TTISSA should particularly encourage the development and use of employment policies designed to promote higher quality teaching and learning and enhanced labour rights, especially with regard to the employment of contract teachers and under qualified and unqualified teachers. The group argued that this could be supported by developing and updating teacher indicators and progress measures, particularly in relation to the ongoing achievement of EFA.

Participants urged that TTISSA continue to work to support the improvement of teacher status by, for example, through studies to examine the teacher's role in the promotion of national economic growth. This would help to justify improvements in teachers' package (remuneration, working facilities, class sizes and teaching loads). The group felt TTISSA should emphasize holistic, ongoing professional development, which should include citizenship training. It advocated that TTISSA continue to promote the development and utilization of appropriate teaching and learning materials. They suggested that the role of UNESCO in the provision of special care programmes for teachers suffering from HIV and AIDS and other chronic diseases should be explored. Finally, the group recommended that TTISSA should continue to support high profile events like World Teachers Day.

8.5 Costing and Finance

This group discussed how the following areas and issues need to be considered when developing education policies: access, quality,



teacher shortage, salary, parity, right to Education for All, including for minorities and women and capacity development at all levels.

The group felt that it is important that teacher policymakers do what they can to help ensure that the share of education in the annual state budget is adequate - at least equal to 20 percent. To help achieve this, education policymakers need to provide the evidence required to support the national effort to identify and close financing gaps. With regard to this the group emphasized the need to establish education databases which draw on sound demographic data and that take into account quantitative needs, in order to accurately predict the required financing for training and its follow-up. Education policymakers should work to enable development partners make their contributions appropriately. The group underlined that policymakers should also work to help support the development of structures and processes which can mobilize funds in favour of education e.g. Joint Development Partner and State coordinating and harmonising structures. It was noted that the question of the share of the education budget devoted to teacher training remains primarily linked to that of teacher salaries.

The importance of supporting school building programmes and ensuring they are implemented cost effectively and efficiently, for example, by pursuing school building which utilises local materials, was also highlighted. The group also discussed that policymakers need to reduce pupil repetition by implementing administrative and pedagogical reforms that reduce the risk of dropout and the high cost of education. The need to further improve the pedagogical organization, notably through the development of more relevant curricula and new pedagogical resources using local materials, was emphasized. Cost effectiveness of measures such as double-shifts

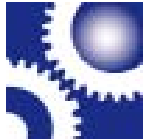
and work to assist schools to develop auto-financing activities was discussed.

With regard to future potential support from technical and financial partners (TFP), the group advised the consideration of the following principles:

- TFP should be a support to governments
- TFP should be encouraged to support strategies for the capacity building of teacher trainers and teachers at all levels
- TFP should support ICT teacher training centres for access and cost reasons
- TFP should support governments to create special education funds which can be fuelled through taxes from certain goods (tobacco, alcoholic beverages, etc) and encourage donors and partners to financially support initiatives.

8.6 Future Trends and Emerging Issues

This working group reported on trends and issues in two key areas:(i) HIV and AIDS and (ii) ICTs.



HIV and AIDS

The group noted that the future of education in SSA remains significantly threatened by HIV and AIDS. Nonetheless, they felt that the political will to fight the pandemic is now more evident. However, they argued that greater emphasis should be placed on the ‘care’ aspects of the challenge that HIV and AIDS presents. They suggested that TTISSA should help to disseminate key research findings on HIV and AIDS to teacher policymakers. Further, where feasible, the group felt that TTISSA should encourage complementary studies in different

African settings. This point reiterates the expressed need for improved coordination of research studies and interventions mentioned throughout. The group stressed that there is a continuing need to ensure that HIV and AIDS is considered in a comprehensive way, to ensure that it is taken into account in all education policies, and particularly in the areas of pre- and in-service teacher training, literacy activities and curriculum development at all levels of education.

ICTs

The group discussed some of the challenges facing the effective utilisation of ICTs, particularly in terms of connectivity, costs, coverage across regions, quality, and efficiency and integration of newly emerging education technologies. The group felt that there is obvious potential here, but stressed the importance of continuing to build on existing resources, including both national and continental initiatives and frameworks (e.g. AU, NEPAD, IICBA, and the AVU) and the need to empower and develop existing technical assistance.



8.7 TTISSA Working Processes

The group began by reviewing the discussions and presentations made on policy development processes in SSA. It then considered the way forward, particularly in terms of UNESCO's support to these processes. It was suggested that good practices and case studies of policy development processes (e.g. South Africa and Nigeria) should be made available on the TTISSA website to enable other Member States to access and benefit from them. Considering that research was sometimes not comprehensive or targeted enough, the group also recommended that UNESCO further assist Member States to conduct studies, or to carry out diagnostic research towards policy

development. Finally, the group stressed that given that financing is often the most challenging aspect in the implementation of teacher education policy, UNESCO should help to develop capacity and support Member States in mobilizing funds for policy implementation.

9 Way Forward

Several additional areas were suggested or re-iterated in the final discussions as to the way forward. This section captures the main ideas expressed.

9.1 TTISSA Steering Group

The group discussed the desirability of forming a TTISSA Steering Group (SG). Generally this was felt to be an appropriate idea, but it was stressed that a SG would need Terms of Reference, a recognized mandate and a work plan. It was agreed that the SG could help to establish and guide specialized teams set up to address key issue areas and challenges in teacher development. It was considered that an initial task could be to strengthen the review of teacher education policy in TTISSA countries, with a view to providing guidance as to how to take policy development forward.

9.2 Follow-Up Workshop

Participants suggested that TTISSA organize a follow-on workshop in 2008. It was suggested that this workshop be hosted by a Member State (Ministry of Education's Teacher Education Department), with the support of the local UNESCO office and facilitated by the TTISSA team. The Head of Teachers' Education Development of Ethiopia expressed a willingness to explore if Ethiopia could host this second workshop. The participants thought that the agenda for the workshop should be developed from the findings of the first workshop in dialogue with participants and that it would be important that the workshop be

needs-driven. It was proposed that topics, outcomes and issue areas for consideration would include: the advancement of policy development frameworks and consideration of further models, with case studies of policy development from TTISSA countries. Participants would bring well-developed country baselines in relation to policy development.

It was noted that the International Centre for Pedagogical Studies has initiated a series of studies in the following areas: the role of open and distance and flexible learning in teacher development, prevention and mitigation of violence, including looking at ways to combat alcohol and tobacco abuse, the development of social capital and professional networks in teacher systems, ways to support and disseminate research on the links between teacher characteristics and practices and student learning achievement. In particular, it was felt that more needs to be known about how teachers can support learners in developing and applying higher order skills in SSA contexts.

9.3 Capacity Building for Policy Development

Discussion then focused on the development of capacity to assist in the review and development of teacher policy. The group suggested that this might involve establishing and coordinating a team, tasked with working with TTISSA Member State educators to develop and improve teacher policy. This team would work on the development of tool-kits to help with monitoring tools to help policymakers to evaluate where they are with their policy and implementation work. The group felt that it is especially important to consider how best to integrate the utilization of ICT led innovations in education through national education policies and to work with national, African, and international initiatives to do this. They suggested that there are a number of areas

where ICT can be used, including through open and distance learning for pre- and in-service training of teachers and for the development of new communities of practice to update professional cadres such as Inspectors and other quality assurance agents. The AVU indicated that they could assist with this.

9.4 Other Areas for Consideration

It was also felt that Citizenship Education was a new area which needed further attention, particularly in Member States with rising social and ethnic tensions which need to be actively managed. Methods of curriculum planning that draw on more participative approaches, it was felt, would be particularly appropriate. Further, the group highlighted a reliance on traditional forms of assessment, such as multiple choice/short answer examinations. It was suggested that a more diversified and holistic approach to student assessment is needed. Towards this, teachers need education and training to enable them to introduce and use more diverse methods of student assessment, particularly to support the learning and application of higher order skills. Participants also felt there was a need to understand and disseminate more information on why children fail to complete their education cycles and how teacher behaviours and attitudes affect school failure rates at the individual and school levels. Lastly, more research is needed on teacher absenteeism and its implications and consequences.

9.5 Reporting Back to In-Country Constituencies

Delegates suggested that they disseminate this Forum in their countries through national fora. The importance of national teacher educators and UNESCO Field Office colleagues presenting the

workshop report to their respective stakeholder groups in-country was stressed. The reporting back process could help validate workshop assumptions and identify areas of need and key issues for medium and longer term TTISSA support.

10 Conclusion

It is clear that a lot of ground was covered in the four days during the workshop. Participants identified and discussed many relevant issues and their implications with regard to the future of teacher development and education quality in Sub Saharan Africa. The suggestions arising out of the presentations and discussion groups will be used to guide the development of the TTISSA teacher education policy strategy and action plans.

Endnotes

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11 Appendices

Appendix A: TTISSA Briefing Note

UNESCO's Teacher Training Initiative for Sub-Saharan Africa (TTISSA)

As a key strategy to respond to the pressing challenge of Education for All (EFA), UNESCO launched the Teacher Training Initiative for sub-Saharan Africa (TTISSA) on 1 January 2006. TTISSA is one of UNESCO's three high-level initiatives in education along with the Literacy Initiative for Empowerment (LIFE) and the Global Initiative on Education and AIDS (EDUCAIDS). It is a ten-year project aiming to increase the quantity and improve the quality of the teaching force in sub-Saharan Africa. All 46 sub-Saharan African countries will participate progressively in TTISSA through a series of four-year cycles by 2015. 17 countries have been chosen as the initial reference group for 2006-2009. These 17 countries are: Angola, Burkina Faso, Burundi, Cape Verde, Central African Republic, Chad, Congo, Democratic Republic of the Congo, Ethiopia, Ghana, Guinea, Madagascar, Niger, Nigeria, Sierra Leone, United Republic of Tanzania and Zambia.

TTISSA advocates a holistic approach to addressing issues concerning the teaching force in sub-Saharan Africa. The logical framework of the initiative aims at four key outputs specifically: 1) status and working conditions of teachers improved; 2) teacher management and administration structures improved; 3) appropriate teacher policies developed and 4) quality and coherence of teacher professional development enhanced. In order to achieve these outputs, a number of upstream activities will be conducted at both Headquarters and country levels. These activities include advocacy, policy development, review and support, production of evaluations/studies and toolkits, organization of regional workshops, review and development of teaching and learning materials and capacity building.

Reflecting decentralization and the principle of subsidiary, UNESCO's Section for Teacher Education (TED) within the Division of Higher Education (ED/HED) works with the Regional Bureau for Education in Africa (BREDA) in Dakar conceptualizing the initiative. BREDA also supervises and coordinates implementation across the Region and the International Institute for Capacity Building (IICBA) in Addis Ababa carries out specialized research and capacity development in the area of teacher education, distance education and other key areas. UNESCO Field Offices (National and Cluster Offices) have the key role of contextualizing, formulating and executing activities in the context of the UNESCO National Education Support Strategy (UNESS) process. TTISSA will expressly support the UNESS process through the analysis of teacher issues, the identification of gaps and determination of key areas for UNESCO country level programmatic support - reflecting country needs and the TTISSA overall strategic framework.

Integral to the design and successful implementation of TTISSA will be the development of effective, active partnerships with other UNESCO institutes, most specifically UIS and IIEP, HQ divisions/sections and a range of external stakeholders, including other UN bodies, bilaterals, NGOs, organisations, institutions, and the private sector. Much work has been done towards establishing these partnerships.

Appendix B: TTISSA Information Note on the Forum

Teacher Education Policy Forum for Sub-Saharan Africa

6-9 November 2007, UNESCO Headquarters, Paris

Background

UNESCO's Teacher Training Initiative for Sub-Saharan Africa (TTISSA) was launched in 2006. It is a ten year, high-level initiative that is aimed at improving national teacher policy and strengthening teacher education in 46 Sub-Saharan African (SSA) countries. The initiative is designed to assist countries in synchronizing their teacher policies, teacher education and labour practices with national development priorities for Education for All (EFA) and the Millennium Development Goals (MDGs). UNESCO Headquarters, through the Division of Higher Education's Section for Teacher Education (ED/HED/TED), plays a lead role in the strategic direction of the Initiative, working with the Regional Bureau for Education in Africa (BREDA), the International Institute for Capacity Building in Africa (IICBA) and the UNESCO Cluster Offices.

TTISSA's logical framework is holistic and aims at four key outputs, notably: 1) improvement of teacher status and working conditions, 2) improvement of teacher management and administrative structures, 3) development of appropriate teacher policies and 4) enhancement of teacher education and professional development. The strategic nature of TTISSA reflects UNESCO's upstream mandate of providing a platform for capacity building, serving as a laboratory of ideas and international catalyst, performing a clearinghouse function in the documentation and dissemination of successful educational practices and setting norms, standards and guidelines. As such, TTISSA undertakes and disseminates key studies, develops tools, policy briefs and materials and facilitates South to South sharing and collaboration.

As part of the third output focused on the development of appropriate teacher policies, the Teacher Education Policy Forum for Sub-Saharan Africa will be held at UNESCO Headquarters in Paris on 6-9 November 2007. The forum will bring together policymakers from a range of

SSA countries (Anglophone, Francophone and Lusophone) to discuss the issues, content, process, challenges and lessons learned regarding the development of teacher education policy.

Objectives

The objectives of the Teacher Education Policy Forum for Sub-Saharan Africa are as follows:

- 1 To review the current policy climate and drivers with regard to teacher education in SSA;
- 2 To review some of the findings of recent research and consider trends and developments and their implications for the new role of teachers and for policy development
- 3 To enhance participants' understanding of policy development and implementation processes and explore their implications for teacher education policy, examining a range of issues and challenges that arise;
- 4 To support Member States' policymaking and implementation through the analysis of country-level processes, models, outcomes, issues and challenges;
- 5 To determine the way forward for UNESCO's support to policy development through the TTISSA initiative.

Participants

The forum is intended for high-level policymakers with experience of or responsibility for the development of teacher education policies in SSA. These are Directors/Deputy Directors of Teacher Education or Planning Directorates within Ministries of Education, Directors of the Inspection Services inside the Ministries, or Directors General of Education from 11 different countries: Burkina Faso, Burundi, the Central African Republic, Chad, Congo, the Democratic Republic of the Congo, Ethiopia, Ghana, Niger, Tanzania, and Zambia, as well as high level officials from major Universities or Institutions from 3 countries: Madagascar, Nigeria and Sierra Leone. Education

Specialists from UNESCO Field Offices in Sub-Saharan Africa are also participating to the Forum.

Presenters

The forum is to be facilitated by the TED team, more specifically Caroline Pontefract, Chief, Section for Teacher Education, and Chris Yates, University of London. Presenters will include consultants and officials from IIEP, ILO, the National Commission for Colleges of Education of Nigeria, Pôle de Dakar, the University of London, the World Bank, and the UNESCO Education Sector.

Outputs

The key outputs of the forum will be:

- Enhanced understanding of teacher education policy making processes and of related issues
- Strengthened relationships in the area of teacher education policies
- A UNESCO strategy to support teacher education policy development

Appendix C: Agenda of the Meeting

Teacher Education Policy Forum for Sub-Saharan Africa 6-9 November 2007 Salle VI, UNESCO Headquarters, Paris

Day-Time	Session	Facilitator(s)
Day 1	Tuesday, 6 November 2007	
9.00 - 10.00	<i>Registration</i>	
10.00 - 10.30	Welcome	Georges Haddad, Director, Division of Higher Education, UNESCO
10.30 - 11.00	Introductions, Agenda and Objectives	Caroline Pontefract, Chief, Section for Teacher Education, UNESCO
11.00 - 11.15	<i>Coffee/Tea Break</i>	
11.15 - 11.45	Teacher Training Initiative for Sub-Saharan Africa (TTISSA)	Ramya Vivekanandan, Section for Teacher Education, UNESCO Gabrielle Bonnet, Section for Teacher Education, UNESCO
11.45 - 12.30	Teacher Education Policy: International Development Discourses	Chris Yates, Institute of Education, University of London
12.30 - 2.00	<i>Lunch Break</i>	
2.00 - 3.00	The Policy Cycle: Shifts and Influences	Yusuf Sayed, UNESCO EFA Global Monitoring Report
3.00 - 3.15	<i>Coffee/Tea Break</i>	
3.15 - 4.45	Policy Drivers (<i>Group Discussion</i>)	Chris Yates, Institute of Education, University of London
4.45 - 5.00	Summary and Close of the Session	Caroline Pontefract, Chief, Section for Teacher Education, UNESCO
5.30	<i>Cocktail Reception</i>	

Day-Time	Session	Facilitator(s)
Day 2	Wednesday, 7 November 2007	
9.30 – 9.45	Opening Remarks	Caroline Pontefract, Chief, Section for Teacher Education, UNESCO Chris Yates, Institute of Education, University of London
9.45 - 10.45	Teacher Education Research	Yusuf Sayed, UNESCO EFA Global Monitoring Report
10.45 - 11.00	<i>Coffee/Tea Break</i>	
11.00 - 12.30	Current Teacher Issues: Cases from Anglophone Africa	Aidan Mulkeen, The World Bank
12.30 – 2.00	<i>Lunch Break</i>	
2.00 - 3.00	Regional Research on Teachers	Jean-Pierre Jarousse & Jean-Marc Bernard, Pole de Dakar
3.00 – 3:45	Research in Policy Development (<i>Plenary Discussion</i>)	Caroline Pontefract, Chief, Section for Teacher Education, UNESCO
3:45 – 4:00	<i>Coffee/Tea Break</i>	
4.00 – 5.00	Effective Teaching and Learning Conditions	Bill Ratteree, International Labour Organization (ILO)
5.00	Summary and Close of the Session	Caroline Pontefract, Chief, Section for Teacher Education, UNESCO

Day-Time	Session	Facilitator
Day 3	Thursday, 8 November 2007	
9.30 - 9.45	Opening Remarks	Caroline Pontefract, Chief, Section for Teacher Education, UNESCO Chris Yates, Institute of Education, University of London
9.45-10.30	Costing and Financing Teachers and their Education	Serge Peano, UNESCO-IIEP Jean-Pierre Jarousse & Jean-Marc Bernard, Pole de Dakar
10.30 - 10.45	<i>Coffee/Tea Break</i>	
10.45 - 12.30	Costing and Financing Teachers and their Education (Continued)	Serge Peano, UNESCO-IIEP Jean-Pierre Jarousse & Jean-Marc Bernard, Pole de Dakar
12.30-2.00	<i>Lunch Break</i>	
2.00 - 3.30	New Contexts: Policy Responses - HIV and AIDS - Technical & Vocational Education & Training (TVET)	Ted Nierras, Section for HIV and AIDS, UNESCO Hashim Abdul-Wahab, Section for Science, Technical & Vocational Education, UNESCO
3.30 – 3.45	<i>Coffee/Tea Break</i>	
3.45 – 5.00	New Contexts, (cont.) - ICTs - Enhancing Learning	Cedric Wachholz, Office of the ADG/ED, UNESCO Maria Malevri, Section for Inclusion & Quality Enhancement, UNESCO
5.00	Summary and Close of the Session	Caroline Pontefract, Chief, Section for Teacher Education, UNESCO

Day-Time	Session	Facilitator
Day 4	Friday, 9 November 2007	
9.00 - 9.15	Opening Remarks	Caroline Pontefract, Chief, Section for Teacher Education, UNESCO Chris Yates, Institute of Education, University of London
9.15 – 10.15	<i>Group Discussion</i>	
10.15 - 10.30	<i>Coffee/Tea Break</i>	
10.30 – 11.00	Looking at National Teacher Education Policies	Tara Bukow, Consultant
11.00 – 12.30	Case Studies on Teacher Education Policy Formulation Process: South Africa & Nigeria	Haroon Mahomed, South Africa Prof. Mohammed Junaid, Executive Secretary, National Commission for Colleges of Education, Nigeria
12.30 - 2.00	<i>Lunch Break</i>	
2.00 - 3.30	Policy Making Process: National Experiences (<i>Group Discussion</i>)	Haroon Mahomed, South Africa Prof. Mohammed Junaid, Executive Secretary, National Commission for Colleges of Education, Nigeria
3.30 - 3.45	<i>Coffee/Tea Break</i>	
3.45 – 5.00	<i>Plenary Discussion</i>	Caroline Pontefract, Chief, Section for Teacher Education, UNESCO
5.00	Closing of the Meeting	

Appendix D: List of Participants

Teacher Education Policy Forum for Sub-Saharan Africa 6-9 November 2007, UNESCO HQ, Rooms VI and VII, Fontenoy Building

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