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EDITORIAL

Building a dialogue surrounding new teacher policies

A consensus is emerging on an international level around the idea that the teacher issue is crucial to achieving Education for All (EFA) objectives. This is patently the case in African countries: the need for qualified teachers there is clear. But the teacher issue is not just confined to matters of teacher qualifications or numbers: it involves, amongst others, management, wage costs and professional development aspects.

The new Pôle de Dakar publication, *Universal Primary Education in Africa: The Teacher Challenge*, seeks just that: to gather existing information in order to put the main aspects of the teacher issue into perspective (see report, pages 4-6). Whilst the study argues for a global approach, it also emphasizes the need for review on a national level. It is, in particular, this aspect that the UNESCO Teacher Training Initiative for Sub-Saharan Africa (TTISSA) is devoted to, with the project for a methodological guide for shedding light on the teacher issue.

The guide aims to assist countries who wish to put new teacher policies in place. It is an ambitious project: the general principle is that the development of these new policies could benefit from a participatory approach, starting with a national review and followed by a social dialogue. Thus, by sharing the analyses and opening up debate, it could be possible to overcome the obstacles which too often characterise the teacher issue in African countries and directly threaten recent progress made in enrolments.

This progress, let us remember, was made possible by policies which focused on controlling wage costs. The increase in teacher numbers has often been accompanied by a proliferation of statuses and conditions of pay for teachers. These are the basis of social conflicts which now undermine those policies drawn up as a matter of urgency. Lasting policies cannot ignore financial constraints. However, they cannot be the fruit of a purely technocratic approach either. The task which these countries have before them is challenging, but the stakes are high for many of them, as it will directly affect their ability to achieve EFA objectives.

Jean-Pierre Jarousse
Pôle de Dakar Coordinator

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Côte d'Ivoire – well on the way to rebuilding its **education system**

In April, Côte d'Ivoire completed a review of its education system, with support from UNESCO, through Pôle de Dakar and the World Bank. The key aspects of the Ivorian education system were scrutinised in preparation for a new education sector strategy, as were the bases of a funding application to the Fast Track Initiative Catalytic Fund. In the wake of the social and political crisis which has shaken the country, priority is being given to reconstruction.

"To rebuild our education system and define a new policy which is popular at national level, we need relevant and objective data on our education system," explained Francis Biney, review coordinator and education specialist within the Ivorian Ministry of National Education's strategic management unit. "Basing our education policy on facts also put us in a position to mobilise additional resources in support of national efforts."

As a result, from November 2007 to April 2009, a multisectoral team involving the three ministries responsible for education in the country set to work on a review of the education system. The task consisted in analysing the situation from seven different angles: demographic and macroeconomic context, enrolment patterns, education costs, internal efficiency and quality, social and economic impacts, equity, and management issues.

At the country's behest, Pôle de Dakar assisted the sector review with eight technical support missions to the national team. These took place initially during the data gathering and processing phase, at stages when the ministries' depleted information systems made the team's work particularly difficult, and later during the analysis and report writing phase. "Here, the greatest challenge was to take the Ivorian crisis into account

when analysing the education system and its developments over the past few years," according to Jean Luc Yameogo, education policy analyst at Pôle de Dakar.

To follow up on the review, Pôle de Dakar also assisted in developing a financial simulation model to estimate the costs involved in various potential education policy scenarios. This process led to discussions across different sectors in May, in which donors took part. The outlines for a new national policy for the sector were then drawn, and an education policy paper was drafted. Côte d'Ivoire intends to submit an international funding application this December. ■

STRENGTHENING SECTOR ANALYSIS CAPACITIES

Launch of a new type of partnership in Tanzania

1 Education Sector Management Information System.

When it launched its ESMIS¹ programme in 2007, designed to build an information system for education statistics, Tanzania had no idea that this would be the basis of a new form of partnership to implement and monitor its 2008-2017 education development plan.

Indeed, from February 2009 to October 2010, the Dar es Salaam UNESCO cluster office, the UNESCO Institute of Statistics (UIS), Pôle de Dakar, Dar es Salaam University and a

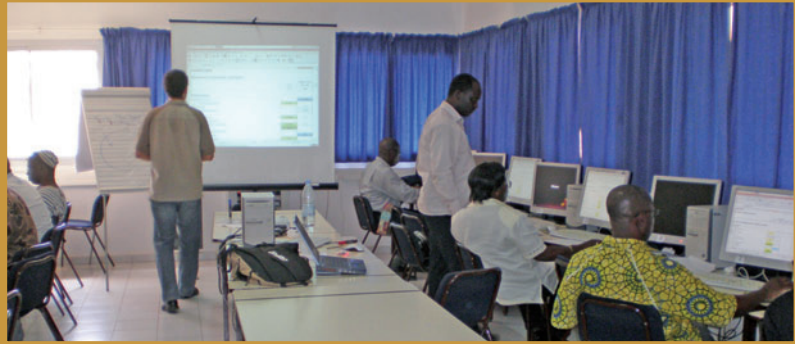
thirty-person national team will work together as part of a programme which aims to strengthen national resources to deal with sector analysis in education. The order of the day is to review the Tanzanian education sector, while focusing on ongoing training for staff from the ministries which are involved.

"What is unique about the Tanzanian government's request is the idea of completing a review of the education system and carrying out policy ...>

The challenge of hybrid distance learning

The PSGSE distance training candidates meet in Dakar

Because the present module, which is on financial simulation techniques, requires different technical skills, the Pôle de Dakar team provides additional in-class training.



Monday, June 22, 8:30 am. In the Dakar francophone digital campus auditorium, at the *Agence Universitaire de la Francophonie*, 31 candidates for PSGSE¹ training, from five African countries, are preparing for the week of classes which awaits them. After 10 months of distance learning activities, punctuated by a virtual meeting and a first week of work in Dakar with the pedagogical team, this second meeting will also serve to assess the candidates' knowledge of the material they have been studying since September and thus to meet university training standards.

According to Martine Boulanger, Pôle de Dakar training administrator, high PSGSE training retention rates (72% for the first year, 74% for the second

year) are down to the course material being relevant to the students' careers, and a fast-paced work calendar: regular coursework, discussion forums, online chat sessions, videoconferences. "However," she adds, "the most successful aspect of this distance learning programme remains the adoption of a hybrid system which alternates between distance learning and in-class training."

As Marie Mpinyurempore, a training candidate and Deputy Director of the

Pre-School Education Department for Burundi, notes: "Distance learning is sometimes difficult because you would like someone to be able to answer questions immediately. This week's in-class gathering is a chance to explain the problems we are up against and to have spontaneous discussions with tutors." ■

¹ "Politiques sectorielles et gestion des systèmes éducatifs" (Sector Policies and Education Systems Management), a distance learning post-graduate degree delivered jointly by UNESCO, through Pôle de Dakar, and the Dakar Cheikh Anta Diop University, through the Education and Training Sciences and Technologies Faculty. www.psgse.info

...> simulations in view of the 2010 sector review, while pursuing a 'learning through doing' strategy", added Marc Bernal, regional ISU advisor, until recently working out of the Dar es Salaam UNESCO cluster office and responsible for supporting the implementation of the ESMIS programme.

To succeed in this task, two partners have been appointed to make up the technical support team: Pôle de Dakar and Dar es Salaam University's

Bureau of Educational Research and Evaluation (BERE). Thus, approximately every two months, Pôle de Dakar sends a taskforce to Tanzania in order to support the national team in the technical work of collating and analysing data. For its part, BERE will provide national team members – from the Ministry of Education, the Ministry of Finance, and the National Bureau of Statistics as well as certain decentralised offices – with a grounding in sector analysis by running a variant of the PSGSE

training programme developed by Pôle de Dakar. It also closely monitors project progress.

"Clearly defining each partner's role was a delicate stage in the project," Borel Foko, education policy analyst at Pôle de Dakar, agreed. "But we found a way of working which allowed for continuous support and where all the partners complemented one another, while ensuring that the national team remained the main actor in the process." ■

Universal primary education in Africa: The teacher challenge

At the midway point for achieving the Dakar goal of universal primary education (UPE), teacher matters are the key issue in sub-Saharan Africa. On the one hand, demand is still high, as an additional two and a half million teachers will need to be recruited by 2020 in order to achieve the UPE objective. On the other, in light of the growing preoccupations in terms of quality and equity in teaching, the analyses reveal that two fundamental aspects of the teacher challenge are overshadowed: sustaining motivation and improving management of teaching personnel.

The teacher challenge is therefore significant. It is not just a question of quantity: there are also financial, political and social facets. More than anything, new, more sustainable and integrated teacher policies are needed. In a new publication, Pôle de Dakar has explored the various aspects of the teacher issue and how they are related – recruitment, training, deployment, management and professional development for teachers – in an attempt to expose real-life situations. This report presents, at a glance, certain elements which throw light on the issue.

The quantitative challenge: to double the number of teachers by 2020

To achieve UPE, the first condition is to have a sufficient number of qualified teachers. In Africa, this condition constitutes, as and of itself, a real challenge, because of sustained population growth. Indeed, it is estimated that, in half the countries on the continent, the primary school-age population will increase by over 2% per year until 2020¹.

Projections made by Pôle de Dakar for 41 African countries² on the number of teachers required for UPE show that the total needs to increase from 2.9 million in ...>

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1 The United Nations Population Division established a 1,7% average growth for the totality of African countries.

2 Based on data from 2004 to 2007.

...> 2006 to some 4.6 million in 2020. Unsurprisingly, the countries which are currently furthest from UPE are those which will need to see the greatest increase in teacher numbers. Bearing in mind that to meet this target, teachers will also need to be recruited to replace those leaving the profession, the required number of recruitments is far higher than the difference between the current number of teachers and the projected number for the UPE year. Thus, in total, in all 41 countries, it is estimated that 2.4 million new teachers will need to be recruited – not far from the current number of teachers.

At first, this objective might seem achievable, insofar as it corresponds, for the vast majority of countries, to maintaining recruitment rates recorded between 2000 and 2005. However, on closer inspection, the challenge with regards to numbers is still sizeable as the mass recruitment of the past few years was only made possible through policies to lower teachers' wages which are now being questioned in several countries.

The motivational challenge: retaining teachers

The question of teacher retention and the underlying question of their motivation also have become crucial to education policies in Africa. With increased pressure for high-quality education, teacher motivation has become essential to educational efficiency: it impacts directly upon the quality of learning and on attendance. Besides, in certain countries, we observe that reducing the attrition rate³ by one percentage point would be sufficient to obtain the additional teacher numbers to achieve UPE.

Yet, with increases in class sizes and a massive influx of children from disadvantaged backgrounds, motivation and commitment carry more weight than ever. Retaining motivated and dynamic teachers is no longer possible without providing them with a clear vision of their prospects for professional development. From this perspective, teacher policies often remain fragile and must undergo major changes as the idea of teacher's professional development is no longer limited to increases in wages, but involves ongoing opportunities for training, promotions and geographic mobility.

The careers of non-civil servant teachers, often working in far more precarious conditions than their civil-servant counterparts, is also a particular case which requires attention if their motivation is not to fade away. ■

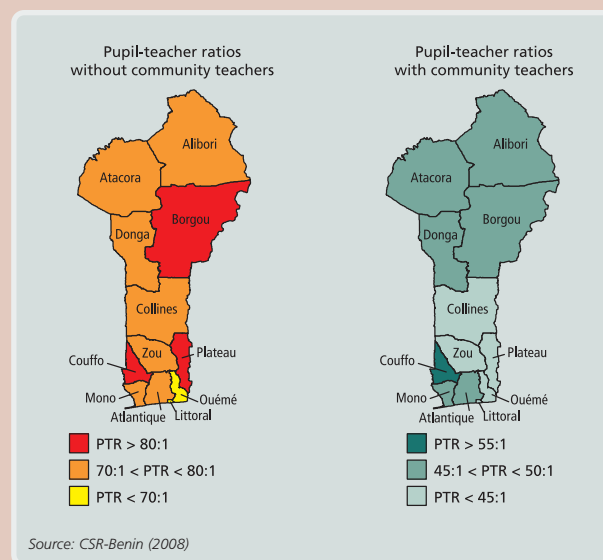
3 Phenomenon whereby teachers stop working because of retirement, illness, death, appointment to an administrative non-teacher post, or following a resignation from their teaching post.

The equity challenge: occupying rural zones

Because rural areas are still systematically at a disadvantage when it comes to providing education, the teacher challenge in Africa can also be seen in terms of equity: access to and quality of education but also education funding. Indeed, in spite of concerted efforts, progress in enrolments has only had a very small effect on these areas, where the number of pupils per teacher remains the highest and where the most community teachers are found: teachers who are often poorly trained and recruited and paid by communities.

If shortage of teachers is a general problem, it is worse in rural or remote areas. Over the last few years, countries such as Mali, Benin or Madagascar have taken action, by taking charge of community teacher training and pay in particular. Nevertheless, these inequalities still directly raise the question of allocating teachers to schools – a management problem which is rarely touched upon, but is cause for concern in a large number of African countries. The low appeal of rural areas means that the schools located there have difficulties attracting and retaining staff. In addition, it can be observed that appointments do not always correspond to needs: in 15 countries for which data is available, there is an imperfect correlation between teachers deployed over the country and school numbers.

Pupil-teacher ratios (PTR) with and without community teachers: The case of Benin in 2005-2006



Under construction: **A new tool** for reviewing the teacher issue

Since November 2008, the UNESCO TTISSA¹ has been managing a project which will enable concrete action in terms of teacher policies in African countries. The project involves building a practical tool which countries can use to provide guidelines for the development, in each country, of “global” teacher policies – that is to say policies which take recruitment, training, management, status, and professional development into account.

“Our aim,” explained Ramya Vivekanandan, assistant programme specialist at the UNESCO Section for Teacher Education explained, “is to provide a tool with three components: a methodological guide to assist countries in analysing the main facets of the teacher issue; a framework to guide the development of teacher policies involving all relevant parties; and reference documentation to support formulating, planning and implementing these policies.”

Currently, the methodological guide is being put together. Designed for national teams, it takes the form of a framework for review which, over six chapters, outlines the main facets of the teacher issue. “The work method put forward in the guide,” Mrs Vivekanandan continued,

“consists in analysing real-life situations, results which have already been obtained and possible margins of improvement with regards to the teacher issue. The idea is that this global, fact-based and impartial overview will make a national discussion on new policies to be implemented easier.” By providing different countries with a common structure for analysis, the guide will also make it possible to compare national situations.

Pôle de Dakar contributed to writing the guide by working specifically on aspects linked to the context of education systems, teacher number estimates for primary and secondary levels, initial and continued training of teachers, and deployment and management of teachers.

A first version of the guide was presented at a meeting organised by the UNESCO regional office in Dakar in mid-March. The guide was subsequently tested during several missions to Benin and Uganda throughout May and June. A validation seminar was held at the end of June at the UNESCO headquarters in Paris, and the final version of the guide is expected for September 2009. ■

¹ Teacher Training Initiative for Sub-Saharan Africa, put in place by the Section for Teacher Education of the UNESCO Division for Higher Education, the UNESCO Regional Bureau for Education in Africa and the UNESCO International Institute for Capacity Building in Africa.

ON THE AGENDA

SEPTEMBER

- Discussion workshop for educational policy trade-offs in Mali
- Launch of a sector review for Cape Verde
- Launch of a sector review for Comoros

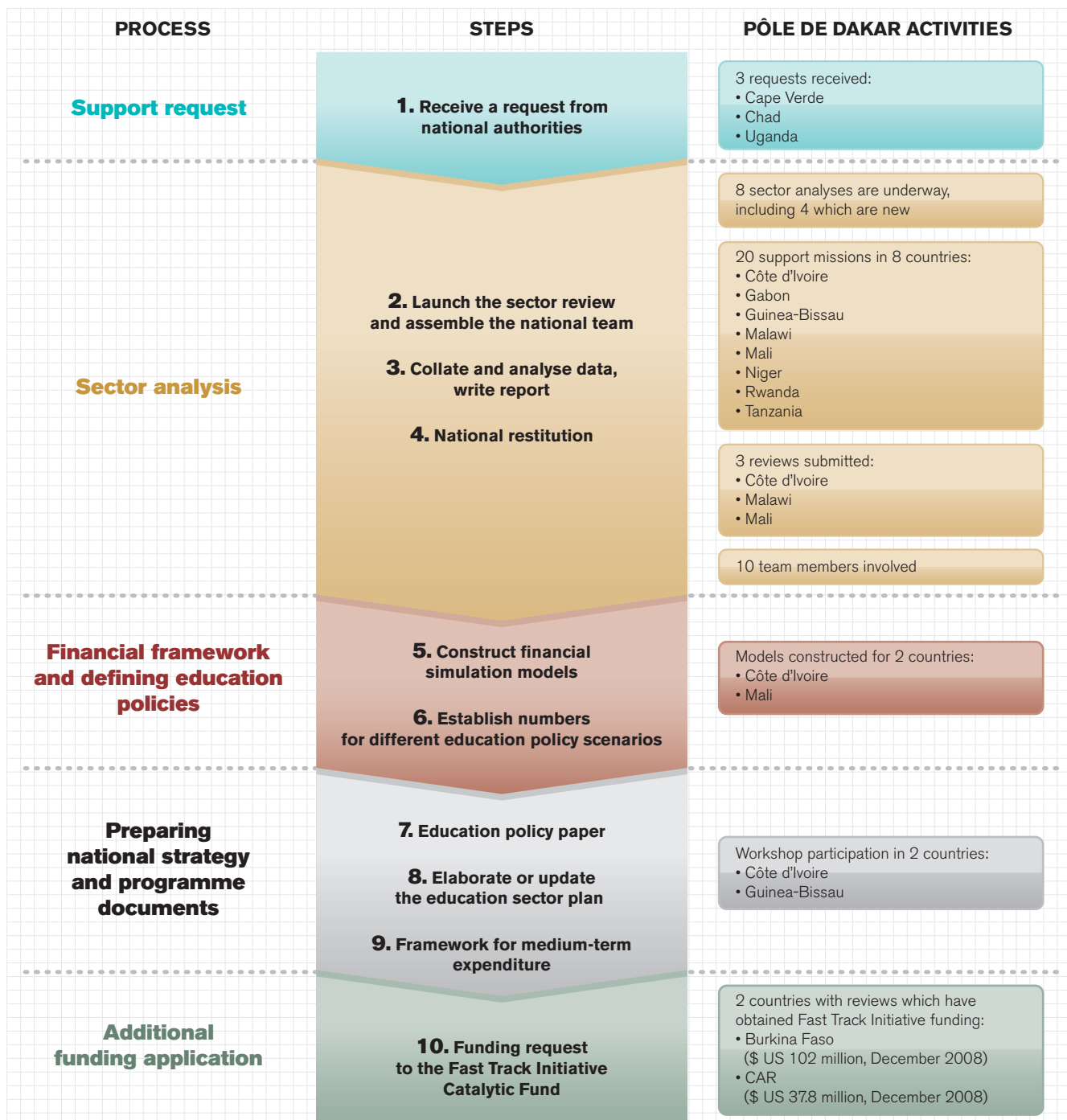
OCTOBER

- Bamako +5 Conference on contractual teachers
- Meetings of the COMEDAF Bureau and steering committee (Conference of Ministers of Education of the African Union)
- Start of term for the 3rd batch of PSGSE training candidates

IN THE COUNTRIES

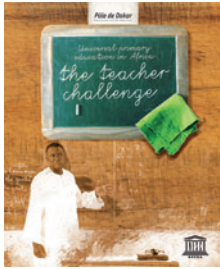
From January to June 2009

Pôle de Dakar's main activity is to directly support African countries in matters of sector analysis in education, financial frameworks and defining education policies. By assisting them in establishing credible plans for developing education systems, these activities help countries to prepare proposals for international funding, and in particular, to the Fast Track Initiative Catalytic Fund. Here is an outline of the process for support followed by Pôle de Dakar as well as activities undertaken by the team over the period of January to June 2009.



New publications

Available online: www.poledakar.org



Universal Primary Education in Africa: The Teacher Challenge

Pôle de Dakar

The aim (and also the most unique feature) of Pôle de Dakar's most recent publication is to present an overall view of the teacher issue in Africa based on a factual basis. The study is divided into five chapters, each tackling a particular aspect of teacher matters, from presenting the context and constraints specific to African countries, through to the subjects of remuneration, status, quality, school management and professional development.



Le système éducatif béninois : Analyse sectorielle pour une politique éducative plus équilibrée et plus efficace (French only)

World Bank, Pôle de Dakar, Government of Benin

This education sector analysis report, published in April by the World Bank, is the fruit of collaborative work between a national team and an external support team made up of the World Bank and Pôle de Dakar. The report, a sort of photographic picture of the Beninese education system, highlights the system's recent successes as well as the main challenges which it will face in years to come.

A renewed Pôle de Dakar team

The first part of 2009 saw a number of arrivals and departures within the Pôle de Dakar team. Those who have left include **Kokou Améléwonou** and **Nicolas Reuge**, who were with Pôle de Dakar from its beginnings, as well as **Jean-Marc Bernard** and **André Francis Ndem**. There are also several names in the list of new faces. **Beïfith Kouak Tiyab**, **Jean-Mathieu Laroche**, **Nathalie Nilsson** and **Jean Luc Yameogo** have joined the team as education policy analysts. **Katia Vianou** has been recruited as a communications advisor and **Fati Zouré** as an education statistics officer.



The Pôle de Dakar team:

(from left to right) Stéphanie Zadi, Jean-Pierre Jarousse, Blandine Ledoux, Fati Zouré, Katia Vianou, Beïfith Kouak Tiyab, Jean-Mathieu Laroche, Diane Coury, Guillaume Husson, Jean Luc Yameogo, Pape Mass Seck, Martine Boulanger, Borel Foko, Nathalie Nilsson, Djackson Engonga (absent).

Pôle de Dakar

EDUCATION SECTOR ANALYSIS

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