



Supporting teachers through policy development

Lessons from sub-Saharan Africa

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The International Task Force on Teachers for Education 2030 (also known as Teacher Task Force) is a global and independent alliance. Members are national governments, intergovernmental organizations, non-governmental organizations, international development agencies, civil society organizations, private sector organizations and UN agencies that work together to promote teacher-related issues.

The Teacher Task Force Secretariat is hosted by UNESCO at its Headquarters in Paris.

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Effective teacher policies are key for achieving the Sustainable Development Goals

Teachers are the most important school-level factor contributing to quality education. However, an estimated 69 million additional teachers are needed globally to meet the Sustainable Development Goal's target 4.c to increase the supply of qualified teachers, especially in low-income contexts, and to fulfil the Education 2030 Agenda.

The development of holistic and comprehensive teacher policies supporting a coordinated management of the teacher workforce is an important step to ensure countries can deliver on the promise of quality education. Based on this understanding and to assist national decision-makers and education officials, the Teacher Task Force and UNESCO developed the Teacher Policy Development Guide.

This publication shares the experience of nine sub-Saharan African countries which used the Guide. It contains new insights and lessons on key processes, content, structure and support that are needed to develop teacher policies that respond to national goals and are aligned with wider policy frameworks.

The publication provides recommendations for national decision-makers and development partners on how they can better support teacher policy development, including on how the Teacher Policy Development Guide itself can be further developed to meet evolving needs.

Sub-Saharan Africa
requires an additional

16.5

**million primary and
secondary teachers** to
meet global targets
in 2030

Supporting teachers through policy development

Lessons from sub-Saharan Africa

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Acronyms and abbreviations

AU-CESA	African Union Continental Education Strategy for Africa
BMZ	Federal Ministry for Economic Cooperation and Development
CapED	Capacity Development for Education Programme
CNSE	Coordination nationale des syndicats de l'éducation
CPD	Continuing professional development
DFID	Department for International Development
EI	Education International
ETN	National Education Teams
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
HDI	Human Development Index
IICBA	International Institute for Capacity Building in Africa
ILO	International Labour Organization
ISCED	International Standard Classification of Education
JICA	Japanese International Cooperation Agency
Norad	Norwegian Agency for Development Cooperation
NFP	National focal point
NPO	National Project Officer
NTI	Norwegian Teacher Initiative
PDF	Policy Dialogue Forum
PND	National Development Plan
PNDPE	National Policy for Early Childhood Development
PSE	Education Sector Plan
PSMP	Public Service Modernization Project (Lesotho)
PTTR	Pupil-trained teacher ratio
RESEN	Status Report on the National Education System
SABER	Systems Approach for Better Education Results
SDGs	Sustainable Development Goals
SNAQUE	National Strategy Document on the Teacher Question 2021-2025
TISSA	Teachers Initiative in Sub-Saharan Africa
TSD	Teacher Services Department

TTF	International Task Force on Teachers for Education 2030
TTISSA	Teacher Training Initiative for Sub-Saharan Africa
TVET	Technical and vocational education and training
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNESCO-UIS	UNESCO Institute for Statistics
UNICEF	United Nations Children's Fund

Foreword

Teachers are the most important school-level factor contributing to quality education. However, the teaching profession faces many challenges, which must be overcome if global education goals and targets are to be achieved. There are teacher shortages in many parts of the world, classrooms are crowded, and teachers are underprepared, overworked, demotivated and unsupported. As a result, the learning and well-being of students is at risk. The qualitative and quantitative ‘teacher gap’ is undermining our capacity to reach the fourth Sustainable Development Goal of the Agenda 2030, to ‘ensure inclusive and equitable quality education and promote lifelong learning opportunities for all’.

One important step to ensure countries can deliver on the promise of quality education is to develop holistic and comprehensive teacher policies to support more effective organization and management of the teacher workforce. Comprehensive teacher policy development is based on the understanding that all teachers need to be working in an education system that has coherent and consistent policies that support them to fully deploy their talents and vocations, making learning and well-being a reality for every student.

Based on this understanding, UNESCO and the International Task Force on Teachers for Education 2030 (Teacher Task Force, TTF) produced the Teacher Policy Development Guide, to assist national decision-makers and education officials in building evidence-based teacher policies as integrated components of national education sector plans and policies. The Guide proposes a holistic approach and lays out nine interrelated dimensions to be taken into consideration when countries develop their own policies.

This report provides an overview of the experiences of nine countries in sub-Saharan Africa where the Guide was utilized to develop their teacher policies, and whose processes inspired further developments to the Guide. The lessons drawn from these experiences are important, especially three aspects that seem common to the reviewed policy exercises. First, teacher policy and decision-making processes must be done with teachers, through robust social dialogue. This process can be time-consuming, but that time must be invested if any teacher policy is to succeed. Secondly, teacher policy development is about partnerships, between different members of the education community, different ministries and in several cases with the support of international actors. And lastly, policy development should not be the end of the process, but the beginning; countries need to have policies that are not just designed but fully costed and implemented.

We hope the lessons contained in this publication will be helpful to further guide teacher policy development processes across the globe. UNESCO and the Teacher Task Force through all its members, will continue to provide the tools that countries need not only to develop holistic policies, but also to cost and implement them. We will continue to advocate for recognition of the importance of the teaching profession – recognition that must translate into sufficient funding for the profession as a whole. Unless this is realized, the world’s ambitions towards inclusive, quality and transformative education are unlikely to be met.



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This publication explores how ministries of education have been supported during teacher policy development across nine sub-Saharan African countries. In particular it examines countries' use and implementation of the Teacher Policy Development Guide and its summary, which were developed between 2015 and 2019 by UNESCO, the International Task Force on Teachers for Education 2030 (TTF) and its partners to promote holistic teacher policy development (UNESCO-TTF, 2019).

UNESCO and the International Task Force on Teachers for Education 2030, also known as the Teacher Task Force (TTF), wish to acknowledge the contribution of the two authors and international experts who provided technical support for this review, namely Yusuf Sayed, Professor of International Education and Development Policy, School of Education and Social Work, University of Sussex, and Jean Adotevi, specialist and expert in education in developing countries. Additional thanks also to Emilia Soto Echeverri and Aditi Desai who supported the development of several manuscripts. UNESCO and the TTF also extend their thanks to Justine Doody for having edited the publication and to Cathy Nolan for the final review.

This publication drew upon the work of nine TTF member countries as part of a project in 2019 to review their use of the Teacher Policy Development Guide during the development of teacher policy. UNESCO and the TTF acknowledge the contributions of the focal points in each country, including providing vital information through interviews and the completion of a survey: Alice Mingninou (Benin), Minata Ouedraogo (Burkina Faso), Néné Fatou Diallo (Guinea), Yaw Afari Ankomah (Ghana), Phae Monaheng Mariti (Lesotho), Theophile Rabenandrasana (Madagascar), Mary Chivala Phiri-Chirwa (Malawi), Boèvi Dodzi Lawson and Sena Yawo Akakpo-Numado (Togo) and Jane Egau Okou (Uganda).

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Executive summary

Teacher policy fragmentation undermines decision-makers' efforts to develop coherent and effective teacher responses. Unfortunately, however, it remains common across too many countries. Given the high cost of preparing, remunerating and supporting teachers, especially in countries that are chronically under-resourced to meet international, regional and national targets, developing holistic and comprehensive teacher policy is a critical means for underpinning and delivering quality education with quality teachers and teaching as the centrepiece.

The Teacher Policy Development Guide or 'the Guide', published in 2019 by the International Task Force on Teachers for Education 2030 in collaboration with UNESCO, is a useful tool to support country-level efforts. An examination of recent teacher policy development efforts in sub-Saharan Africa sheds light on good practices and lessons for other countries to adapt and apply in their own context. This study covers the processes employed during policy development, how the Guide was used, the content that emerged within national policies, and the ways in which national and international partners supported countries during the policy development process. Participating countries were Benin, Burkina Faso, Ghana, Guinea, Lesotho, Madagascar, Malawi, Togo and Uganda.

Governments developed collaboration frameworks including various stakeholders during policy dialogue and development, which was found to be important for ensuring the widest range of perspectives and a plurality of voices. The process of policy dialogue largely took place through country-level policy workshops and team meetings, with the frequency and participation of stakeholders in workshops and meetings differing between countries. Policy dialogue included an array of civil and teacher service commissions, regional education managers and inspectors, as well as other relevant civil servant representatives. Reflecting teachers' voices during policy development is critical to ensure their buy-in, which is all the more important because teachers are on the frontline in education policy implementation. Therefore, key to success, collaboration also incorporated social dialogue, which entails direct discussion between governments and teachers through their elected representatives, such as teacher trade unions or associations and head teachers/principals and their associations. In some countries, however, evidence suggests that social dialogue was limited, undermining the wider collaboration required for shared policy development.

Structurally, two key teams to manage policy development processes emerged across countries. These were, firstly, the steering committee, which provided strategic guidance and oversight and was comprised of a core team of higher-level decision-makers from relevant government ministries and departments, teacher unions, teacher training institutions, universities, civil society organizations and the private sector. Secondly, the technical committee, reporting to the steering committee, was responsible for the daily work of drafting the policy and was made up of technical specialists from the same organizations and entities. All country respondents stated that their process was inclusive and transparent, with meaningful stakeholder involvement throughout; however, procedural challenges did emerge, to which countries attempted to develop solutions.

The majority of countries perceived the Guide as practical, easy to use and relevant to develop a teacher policy in their context. As the Guide suggests, countries that developed teacher policies linked the teacher policy's vision and strategy to the country's overall education policy/plan and its social and macroeconomic development framework. Each country also included in their national teacher policy all nine of the Guide's key interconnected teacher dimensions for developing a comprehensive policy framework. These include teacher recruitment and retention; teacher education (initial and continuing); deployment; career structures/paths; teacher employment and working conditions; teacher reward and remuneration; teacher standards; teacher accountability; and school governance. For all countries, the dimensions provided a foundation to help shape the overarching vision and principles of the teacher policy. Moreover, through a reflective and collaborative process, these dimensions were adapted and arranged thematically around different national strategic axes. Due to the Guide's thematic structure, the dimensions also provided a framework for how to organize consultation processes, including actors' roles, procedures and milestones.

Several countries were found to have additional teacher policy-making needs based on current and emerging issues in their national context, and as a result, countries developed additional dimensions in their teacher policy. These included areas such as social dialogue and teacher autonomy, as well as cross-cutting themes of inclusivity and gender. Some countries used the Guide to develop the issue of implementation within their teacher policies, while other countries developed separate implementation plans altogether. Overall, countries recognized the Guide as a living document, and made suggestions for its improvement through including new dimensions, cross-cutting topics or tools that could assist in its use.

Development partners, including international organizations, bilateral aid agencies and civil society organizations, played a vital role in supporting countries to develop teacher policies, by providing financial and technical support and assisting with overall coordination. International agencies are also key to foster international forums and platforms for additional policy learning and sharing, which can allow countries to learn from each other and adapt policy responses to their own national contexts. While organized policy and social dialogue are essential means for developing teacher policy, it is also important to not overlook the role and influence of donor support through ongoing initiatives, such as capacity-building programmes for teachers, school leaders and other education staff that can be scaled up and provide lessons for policy-making.

Developing a holistic and comprehensive teaching policy is a key initial step for realizing a high-quality teaching workforce and accelerating progress towards achieving SDG 4, but the project requires political will and government ownership. Efforts should be led by education ministries, but finance and labour ministries should also be included to ensure policies are viable, can be implemented and meet minimum adequate working conditions. For this reason, teacher policies should be costed early in the process, as well as throughout.

Effective policy development requires a well-planned collaborative framework, with robust structures, procedures and assigned roles across the widest possible group of relevant stakeholders. Policy dialogue is a long process, and this needs to be taken into account in planning by developing realistic timelines, bearing in mind that policy and social dialogue and consultation take time. To ensure holistic and comprehensive teacher policies meet their objectives, effective communications plans should be designed to ensure all stakeholders commit to policy implementation, and monitoring while evaluation frameworks should also be established to assess progress.

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Part 1. Introduction

1.1 Background

This report examines how nine countries in sub-Saharan Africa conducted teacher policy development in their national contexts. In particular, it examines how the *Teacher Policy Development Guide* or ‘the Guide’ helped countries develop holistic and comprehensive national teacher policies. It examines the developmental processes, emphasizing how the Guide helped to identify hurdles, pinpoint best practices and provide guidance in policy development (UNESCO-TTF, 2019). The report also provides key findings and recommendations for national stakeholders during policy development; for partners on ways to support countries; and for the International Task Force on Teachers for Education 2030 (Teacher Task Force, TTF) on ways to build synergies between different stakeholders and improve the Guide and its use.

The Guide was produced by the TTF in collaboration with the United Nations Educational, Scientific and Cultural Organization (UNESCO) Teacher Development Section. Further contributions and feedback were provided by UNESCO Institutes, Regional Offices, the TTF steering committee and external partners.¹

The Guide contains indispensable information regarding:

- contextualizing a policy within the existing national policy frameworks
- the interconnected dimensions that relate to teachers
- different phases of policy development
- implementation of the policy

1.2 How this report is organized

This first section of this report summarizes important background information and the methodology used to review national teacher policy development work.

The second section discusses why teachers need to be placed at the core of the global education agenda including international and regional frameworks and how quality teachers and teaching affect education.

The third section looks more closely at the policy development process, providing an overview of the principles and methodology used and analysing and synthesizing the ways in which countries conducted the process. For instance, it examines the overall coordination and management mechanisms used to support collaboration and dialogue with all interested parties, including teachers. It reviews the trends in how the Guide was used and the support provided to countries by various partners. It also analyses content from some countries that have fully developed their policies.

The fourth section presents detailed case studies developed during the research, covering country context, the national education system, the overall policy development process, the content of teacher policies and the ways in which the Guide was used.

The fifth and last section reports the main findings and provides specific recommendations for governments and development partners involved in developing national teacher policies. It also includes recommendations to the TTF on how to improve the Guide and better support countries during teacher policy development.

Methodological tools, including the survey and interview schedules used with the National Focal Points (NFPs), are provided in appendices.

¹ The full version of the Guide was published in late 2019. At the time of the research, all countries had access to at least the summary version of the Guide.

1.3 How this review was conducted

This report examines and compares how teacher policies were being developed in nine sub-Saharan African countries: Benin, Burkina Faso, Ghana, Guinea, Lesotho, Madagascar, Malawi, Togo and Uganda.

The Guide was developed as a resource to help countries design a holistic and comprehensive teacher policy, using a participatory approach. It lays out nine dimensions considered most important to include in a teacher policy:

1. teacher recruitment and retention
2. teacher education (initial and continuing)
3. deployment
4. career structures/paths
5. teacher employment and working conditions
6. teacher reward and remuneration
7. teacher standards
8. teacher accountability
9. school governance

The Guide shows that teacher policies need to be situated within national contexts, education sector plans and development priorities; it describes phases in the process of developing a teacher policy from identifying key roles and responsibilities to government policy approval; and it outlines potential implementation mechanisms and issues that need to be addressed. It was first published in summary form in 2015 and the full version was published in late 2019. The full version of the Guide is available in [Arabic](#), [English](#), [French](#) and [Spanish](#).

This report sheds light on the national policy development process using the Guide and other resources, as part of the TTF's work programme, and on its role in supporting the achievement of SDG 4 and Target 4.c: 'By 2030, substantially increase the supply of qualified teachers, including through international cooperation for teacher training in developing countries, especially least developed countries and small island developing States'. The research conducted for this report included a desk-based component, together with selected country case studies.

The countries examined include both TTF-supported countries (Benin, Guinea, Lesotho, Madagascar and Togo) and those covered by the Norwegian Teacher Initiative (NTI)²: Burkina Faso, Ghana, Malawi and Uganda. The desk research included a review of policies, strategies, education sector plans and teacher-related documents. Most countries included in the review already had a national teacher policy or had begun a policy development process. Designated NFPs in education ministries in the participating countries provided related documentation.

To collect further information from each country, NFPs completed a survey (Appendix 1) and were interviewed along with several key individuals involved in the teacher policy process, including policy-makers, representatives from teacher unions and UNESCO National Project Officers (NPOs) (Appendix 2).

Preliminary findings were presented to representatives of all participating countries at the 12th Policy Dialogue Forum (PDF) organized by the TTF in Dubai, United Arab Emirates from 8 to 11 December 2019. All queries were addressed and/or clarified and relevant feedback was incorporated into the final report.

A final data collection and review process of the report and country case studies was conducted in 2021 to update each country's current status, reflect developments since the 12th PDF and validate previous findings.

2 A project coordinated by UNESCO and the TTF to strengthen multi-partner cooperation to support teacher policy and improve learning, the NTI brought together stakeholders including the Norwegian Agency for Development Cooperation, Education International, the Global Partnership for Education, the International Labour Organization, the United Nations High Commissioner for Refugees, the United Nations Children's Fund and the World Bank. Its pilot phase was carried out between 2017 and 2019. See <https://en.unesco.org/themes/teachers/nti>

Part 2. Putting teachers at the core of the global education agenda

2.1 International and regional targets and instruments on teachers

The 2015 commitment by countries to adopt the seventeen United Nations Sustainable Development Goals (SDGs) to be achieved within the Education 2030 Framework represents the most significant global shift in recent history towards increased equity and development. SDG 4, the education goal, aims to 'Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all'. It has seven targets focused on education outcomes along with three measures of implementation.

The role of teachers is covered within these means of implementation in Target 4.c, which commits countries to: 'By 2030, substantially increase the supply of qualified teachers, including through international cooperation for teacher training in developing countries, especially least developed countries and small island developing States'. The International Task Force on Teachers for Education 2030, also known as the Teacher Task Force (TTF) focuses on Target 4.c.

The increased focus on quality in the Incheon Declaration and Education 2030 Framework for Action (UNESCO, 2016a) rightly emphasizes a concern for teachers, teaching and teacher education.³ Regionally, an increased focus on teachers is also reflected in the African Union Continental Education Strategy for Africa (AU-CESA) 2016-2025 (African Union, 2016) and the Africa Agenda 2063 (African Union, 2015). Like the SDG framework, the AU-CESA strategy recognizes the critical role of teachers in education transformation. One of its key goals is to revitalize the profession to ensure quality and relevance at all levels. To achieve this, the strategy identifies key actions needed, including recruiting, training and deploying well-prepared quality teachers as well as promoting continuous professional development by instilling a sense of commitment and accountability towards learning. Meanwhile, the African Teacher Qualification Framework for Teacher Quality, Comparability and International Mobility proposes minimum competencies for teachers and minimum entrance requirements for the teaching profession (African Union Commission, 2019).

2.2 The teacher gap in quantity and quality

Target 4.c highlights the global 'teacher gap': in order to achieve SDG 4, an estimated 69 million additional teachers were needed by 2030, according to teacher projections from the UNESCO Institute for Statistics (UNESCO-UIS, 2016). Meanwhile, new projections by the TTF in 2021 show that sub-Saharan Africa is not on track to meet the demand for teachers, still requiring 16.5 million more teachers to be recruited by 2030 (TTF, 2022).

In addition, many teachers are not adequately trained. For example, the global proportion of teachers with minimum required qualifications in primary and secondary education was 83% and 83% in 2019, compared to just 67% and 61% in sub-Saharan Africa. Moreover, these figures have been falling in sub-Saharan Africa since 2000 due to a growing number of private/community education providers, recruitment of contract teachers and constrained budgets.

The TTF works to help bridge this teacher gap. The focus on teachers in the global and regional frameworks cited above is evidence of the growing recognition of the influence of teachers and teaching on learning outcomes. For instance, a recent analysis by the TTF of the latest TIMSS 2019 data in 64 high- and middle-income countries shows that when teachers had achieved higher levels of education, were trained in pedagogy, were provided CPD and had more years of teaching experience, their students generally had higher learning achievement (TTF, 2021b). While

³ See Sayed and Ahmed (2015) for an extensive discussion.

a multitude of other factors are also associated with better student outcomes – such as smaller class size, richer classroom environments, better access to ICT, and parents with higher levels of education – the findings suggest more consideration of how to support teachers to provide quality teaching is required. Moreover, they demonstrate the need for better cohesion and alignment within and between education sector and other policies.

The overall cost of teacher salaries is another key factor for stressing their role in global and regional frameworks. Teacher salaries make up the largest component of education budgets in most countries, while in low-income countries, they often comprise 90% or more (UNESCO-UIS, 2022b). Given the significant budget allocation made to teachers, the increased attention to teachers and the quality of their teaching is predictable in the current global context and is underlined by the finding in 2017 that 6 out of 10 children and adolescents were not achieving minimum proficiency levels in reading and mathematics, signalling a ‘learning crisis’ (UNESCO-UIS, 2017).

2.3 Putting teachers at the core of policy-making efforts

Teachers should be put at the core of the global education policy agenda. Citing the 2007 McKinsey report, Cyril Ramaphosa (then deputy president of South Africa, now president) noted that teachers needed to be treated as the ‘solution to the current crisis in education and not the problem.’ South Africa, he also said, needs teachers who have ‘the ability and commitment to nurture and develop young people to their full potential’ (City Press, 2014).

If teachers and teaching are to be at the core of the education agenda, the policy framework that shapes teachers’ work must play a central role in putting them there. To shed light on how countries strive towards this end, this review examines the development of teacher policies in selected countries to better understand how governments prioritize teachers; which aspects of teacher policy are prioritized; and how teachers and other actors are involved in the development process. The Guide notes that a comprehensive teacher policy should include, at a minimum, four key features:

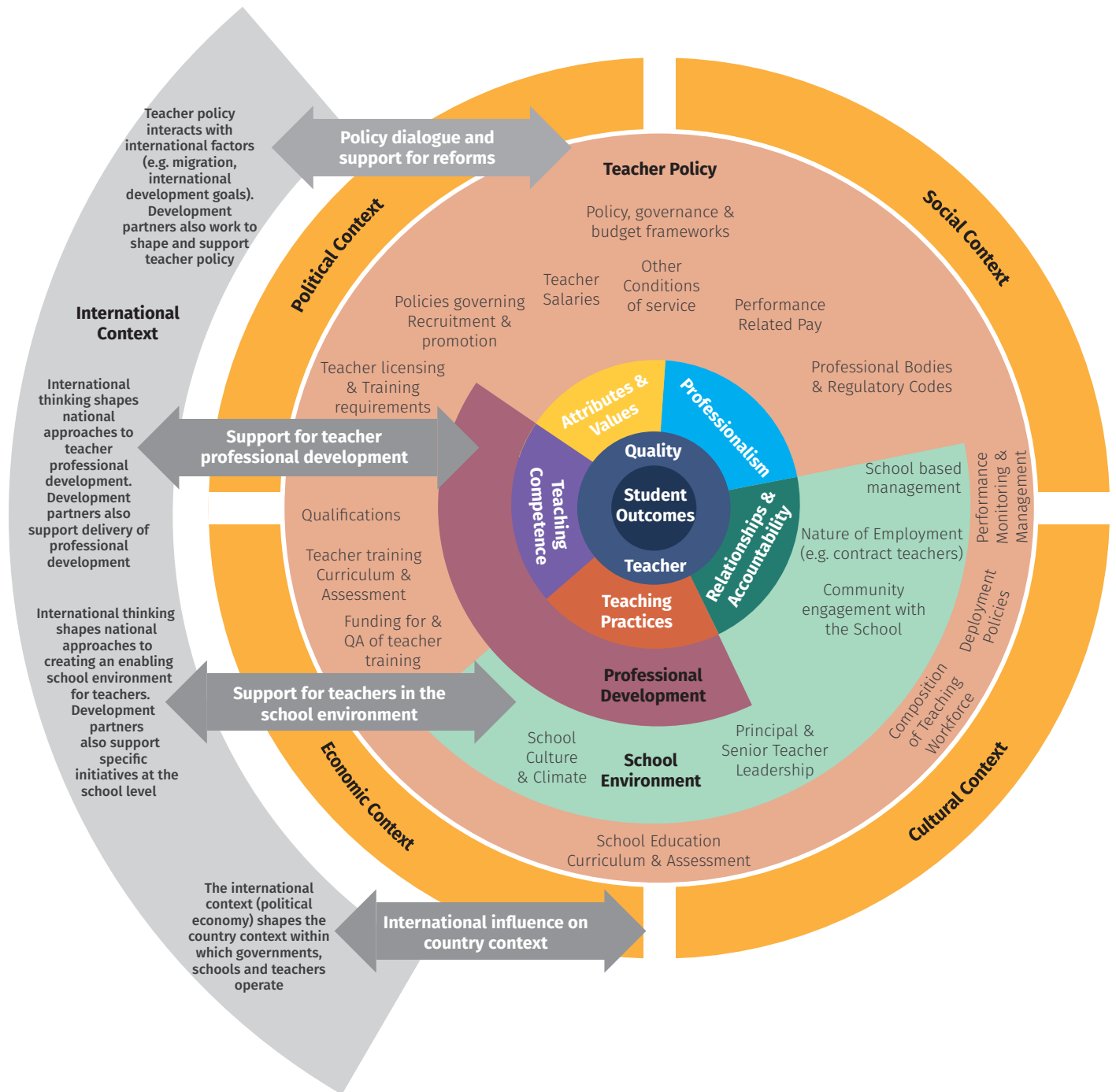
- Thorough and relevant initial teacher and school leadership education (including good pedagogical theory and practice for a range of learners);
- Continuous professional development and support for all teachers, school leaders and support staff;
- A remuneration and material incentive package that attracts and retains the best candidates in the job compared with professions requiring a similar level of qualifications; and
- A safe, healthy, stimulating teaching and learning environment.

To better understand teacher policy issues within complex multi-layered systems, Figure 1 positions quality teaching and its impact on student outcomes at the centre. It is based on the understanding that three factors are key to formulating an effective and responsive teacher policy:

- Teachers’ attributes, including their characteristics, backgrounds, teaching practices, professionalism, competence, relationships and accountability;
- Teachers’ teaching and learning experiences, professional development, and the background of the educators who teach them; and
- How the intersection of teachers’ attributes and teaching and learning experiences affect classroom- and school-level learning among students.

Figure 1 further demonstrates the broader national and international political, social, cultural and economic context, which generates issues and concerns that must be addressed to ensure that quality teaching – and quality teachers – are at the heart of fulfilling the SDG 4 promise.

Figure 1. Conceptual Framework: Teacher quality and the factors that influence it



Source: Teacher quality: evidence review, Commonwealth of Australia, 2014, p. 22. Available under [CC BY 3.0 AU](https://creativecommons.org/licenses/by/3.0/au/).

Part 3. Teacher policy development process, support and content: Overview and synthesis

Policy choices for teachers should be based on a consideration of wide-ranging issues aligned in the ILO/UNESCO Recommendation concerning the Status of Teachers (1996) and the UNESCO Recommendation concerning the Status of Higher-Education Teaching Personnel (1997). Drawing on a large body of international standards on labour and education, these two instruments set out principles concerning the rights and responsibilities of educators and provide guidance for governments, employers, teacher unions, and other stakeholders in the crafting of effective teacher policies (ILO/UNESCO, 2016).

Since then, global and regional policy shifts have increasingly placed teachers at the centre of reform processes aimed at improving educational quality and equity, since, as an influential 2007 McKinsey report said, the quality of an education system cannot exceed the quality of its teachers (Barber and Mourshed, 2007). Centring teachers in policy-making must also mean including and amplifying teachers' voices.

While some progress has been made, there is still more to do to ensure this shift takes hold. This section of the report discusses the lessons learned during the policy development process supported by the TTF Guide, as well as key themes emerging from the review of selected country case studies.

It has four subsections:

- Section 3.1 examines the management and inclusion of different stakeholders in a collaborative policy development process
- Section 3.2 examines countries' use of the Guide and other policy support
- Section 3.3 describes how national and international partners supported the policy process
- Section 3.4 analyses teacher policies in selected countries

3.1 Managing a policy development process based on collaboration

Governments can collaborate with various stakeholders during policy dialogue and development. This is important to ensure the widest range of perspectives and is fundamental to creating holistic and comprehensive teacher policies.

Policy dialogue should involve stakeholders within government entities: civil and teacher service commissions or equivalent, regional education managers and inspectors, and other relevant civil servant representatives. Importantly, it should also incorporate a dimension of social dialogue by including the voices of teachers and their elected representatives, such as trade unions or associations, and head teachers/principals and their associations. Additionally, it should bring in teacher education institutions, learners and student associations, parents and parent-teacher associations, and international agencies and civil society organizations.

This section examines countries' experiences of executing a policy process based on policy dialogue and wider collaboration, in order to find out the extent to which different stakeholders can be brought into the teacher policy process and to determine the structures and mechanisms that can ensure stakeholder involvement.

Of the nine countries participating in the review, four have completed their policies and two are awaiting final governmental approval, while the other three are still in development (Table 1).

Table 1. Stages of countries in developing a teacher policy

Country	Policy approved	Policy completed pending approval	Policy development in progress
Burkina Faso	X		
Madagascar	X		
Togo	X		
Uganda	X		
Benin		X	
Ghana		X	
Guinea			X
Lesotho			X
Malawi			X

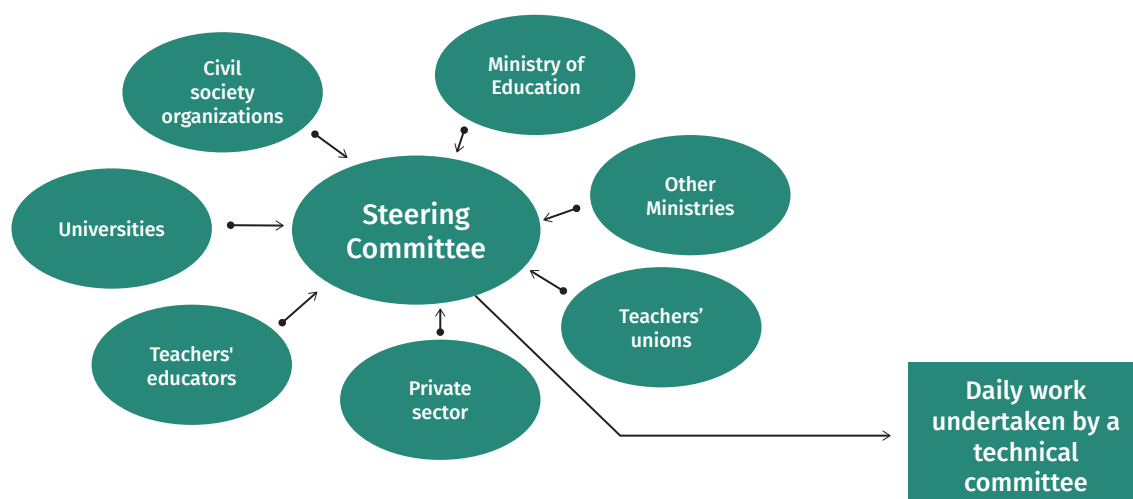
Structures and mechanisms to ensure stakeholder involvement

In each country, a range of different structures and mechanisms were developed at national level to ensure significant stakeholder participation in the policy development process. All countries developed their policy in several phases, with coordination anchored in the key departments of the education ministry charged with making decisions about teachers and teaching. Among the key structures for managing the policy development process were:

- The steering committee, a core team of higher-level decision-makers that provided strategic guidance and oversight. Referred to in various ways, these teams included representatives of relevant government ministries and departments, teacher unions, teacher educators, universities, civil society organizations and private sector actors.
- The technical committee, which reported to the SC and was typically responsible for the daily work of drafting the policy. It was comprised of technical specialists from each of the groups represented in the SC (Figure 2).

It should be noted however that the terms used varied by country according to local preferences, language or other factors. Moreover, they had various functions reflecting the above or a combination of different roles depending on the national context. Referring more generally to the SC, the term Critical Reference Groups was used in Lesotho, while National Education Teams (ETNs) were used in many countries in Francophone Africa.

Figure 2. Policy process structures and mechanisms - steering committee members



Though all the countries used similar structures in developing their national teacher policy, there were variations (Box 1).

Box 1. Country-specific policy structures

Ghana and Uganda: The steering committee and technical committee also included local governance structure representatives to account for the countries' decentralized systems and the role played in education by local government institutions.

Lesotho: Teacher representatives (unions) were not part of the central steering committee and technical committee and were included only as part of the stakeholder consultation. Additionally, it was not clear whether the newly formed Critical Reference Groups consisted of teacher organizations and representatives.

Togo: The steering committee, known as the National Education Team (ETN), included all education sub-sector representations. Beyond acting only as a steering committee, it also developed an inventory of critical information for (a) pre-primary and primary; (b) general secondary; (c) technical and vocational education and training; (d) literacy and non-formal education; and (e) higher education and research. This task was often carried out by technical committees in other countries.

Development partner involvement: Local development partners also played a critical part in the process. In countries participating in the NTI project, the expertise of development partners helped enrich and develop teacher policy content at various stages throughout the process. Partners were allocated tasks based on their respective partnership frameworks with national government ministries. The NTI team highlighted some concerns about development partner involvement, including the need for stronger coordination across different projects and with actors at the national level, as well as other coordination challenges and delays in meeting deadlines (NTI Interview, 2019). This indicates the importance of effective coordination mechanisms and processes, as well as of designating key focal points during routine coordination.

Workshops and consultative meetings: All countries relied on capacity-building workshops and consultative meetings as the primary mechanism for policy dialogue among stakeholders. However, the planning, number and nature of workshops, the degree of stakeholder involvement, and the methods of resource allocation and mobilization varied from country to country (Box 2).

Box 2. Countries' experiences of dialogue

In **Togo**, consultative dialogue was essential to the process of developing a sense of collective ownership. The ETN coordinated regular meetings to discuss the Guide with the entire educational community. One early workshop focused entirely on adapting policy options to meet the needs of stakeholders. Meeting proceedings were reported to education sector authorities and development partners until national validation of the teacher policy occurred in March 2018.

In **Benin**, the ETN was established as a dialogue mechanism within which stakeholders were consulted and their views expressed on policy process and content. Stakeholders met for workshops at major milestones of the policy development process, for example, to customize the Guide to the national context.

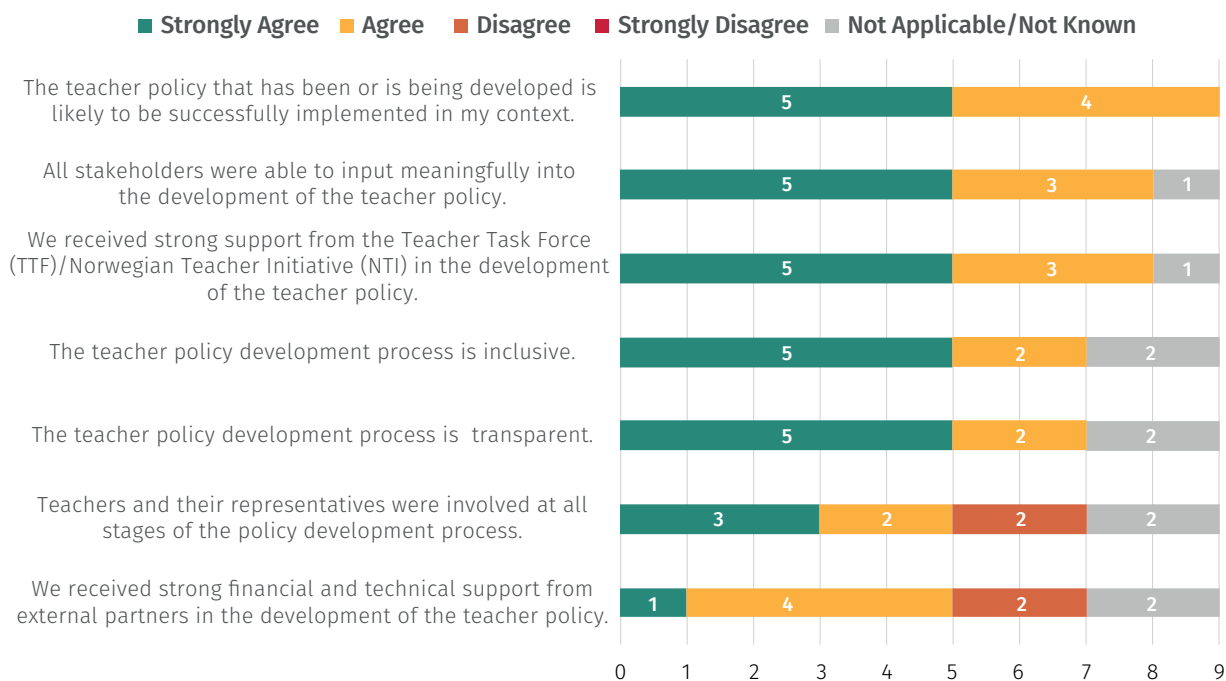
In **Ghana**, previously existing dialogue platforms were used. Consultations and workshops, meanwhile, informed content decisions in the initial draft of the policy (NPO Ghana Interview, 2019).

'We have opened it up to all the stakeholders ... and to anyone who matters. ... The last meeting that we held we opened up [participation] and said that if anyone has any organization they think we should bring on board, they should let us know so that we can consult them and bring them to the next meeting ... so that they too share their perspectives ... so all stakeholders were able to meaningfully engage' (NFP Ghana Interview, 2019).

Including stakeholders in policy development

All nine countries actively engaged relevant actors in the process of developing a teacher policy, as shown in Figure 3. All countries agreed that the process was inclusive and transparent, with meaningful stakeholder involvement throughout.

Figure 3. Stakeholder involvement in the policy process



The benefits of an inclusive policy process are captured in comments from national stakeholders:

In the three-day session that we had, all the relevant stakeholders were meeting... It was actually supposed to be a day and a half, but we had to expand it to three days to provide adequate opportunity for all of them to present their aspirations, their thoughts... so they have contributed a lot (NPO Ghana Interview, 2019).

Including everyone with an interest in teacher policy in the development process is essential to secure stakeholder buy-in – that is, to ensure stakeholders see the process as valid and take ownership of it. In Uganda, for example, involving all education stakeholders helped secure their feedback on policy development but also helped build grassroots support to ensure smooth implementation.

In Togo, an inclusive process fostered a sense of ownership at different levels:

The process, which was inclusive and participatory, guaranteed the support of all education actors and partners in Togo (NFP Togo Interview, 2019).

High-level government support and commitment is important to guarantee stakeholder involvement, as representatives from Ghana and Uganda pointed out (Box 3). This was one of the lessons learned about successful policy development in all NTI countries.

Box 3. National government support in Ghana and Uganda

Ghana: We also enjoyed, more importantly, the support of the government, giving teachers the visibility that they require. The vice-president [made] it known in his speech at the World Teachers' Day celebration ... that an initiative has come to enable the Ghana Teacher Task Force to [develop] a comprehensive teacher policy that would ... allow us to address the issues that confront teachers to [ensure] teachers are able to match or meet global standards' (NPO Ghana Interview, 2019).

Uganda: 'By the time we started developing the policy itself, we already had the backing and commitment from government, so it was not difficult for us to go ahead. The government itself appointed a team of 30 members representing the teacher training institutions, universities and various ministries, departments and agencies, both public and private belonging to sub-sectors that are affected by teacher issues. All [of them] participated in the policy development process. For that reason, we had a very wide coverage and everybody was involved' (Uganda NFP Interview, 2019).

Challenges: Aiming to involve all stakeholders did bring some challenges. Some were specific to the country: in Lesotho, for example, it was difficult to secure the involvement of people with experience of previous policy development attempts. It was also hard to involve teacher training institutions and to generate a sense of ownership of the policy process among all relevant stakeholders.

Other challenges were experienced in several countries: for example, many found that consensus-building was time-consuming. Ensuring support from ministries and departments other than teacher-specific departments proved a struggle at times, and many countries faced financial resource limitations, in particular Madagascar and Togo, as well as coordination issues (Box 4).

Box 4. Country-specific policy process challenges

Madagascar: 'We need to broaden participation to integrate legal bodies and keep teachers involved throughout the process. Regional and national consultations need to be strengthened to have a stronger consensus on decisions to be taken' (NFP Madagascar Interview, 2019).

Guinea: '[We should also] ... give more time and resources to consultancy and educational authorities to organize broader grassroots meetings with teachers and students' (NFP Guinea Interview, 2019).

Uganda: 'One [challenge] is the positioning of the teacher policy in all government institutions. Within the Ministry of Education and Sports it comfortably sits in the Teacher/Tutor, Instructor Education and Training (TIET) department. But, when it comes to other governmental departments that need to be present within the discussion, so that they appreciate ... what their roles are, it requires extra effort to explain because they think [the policy] is something that only belongs to the teacher education department and yet the policy affects most of them. The second challenge is ... the understanding of the different members in the committee. There was a varied understanding, and it took quite a lot of time to bring everyone to a common understanding on teacher issues' (NPO Uganda Interview, 2019).

Solutions: Countries tackled the challenges of involving all stakeholders in different ways. In Lesotho, for example, reluctance to participate across all teacher training institutions was addressed, in part, by the appointment of a national consultant from one of the institutions. In Ghana and Uganda, teacher unions were initially hesitant to participate, but by conducting consultations with them through social dialogue mechanisms, their doubts were overcome, and support obtained.

To deal with the time-intensive nature of the dialogue process, more feasible and practical timelines were developed that better anticipated interruptions, ensuring fewer delays in coordination and governance-related decision-making. Countries also noted that continuous technical support for strengthening the process in later stages was particularly useful to keep work on schedule. Finally, all the countries agreed that a platform for learning about other countries' experiences of the policy development process would be useful.

Involvement of teachers and their representatives

Although countries agreed all stakeholders were involved in the policy development process, country responses about the involvement of teachers and their representatives tell a slightly different story. In response to the statement '*Teachers and their representatives were involved at all stages of the policy development process*', three countries: Ghana, Togo and Uganda strongly agreed, while Benin and Guinea agreed (Figure 3).

In Ghana and Uganda, teacher unions had considerable involvement in the process. Teacher unions were part of the high-level steering committee as well as the technical committee, which meant that teachers and their representatives felt more meaningfully connected (Box 5).

In Lesotho, by contrast, teacher involvement was limited, as indicated by responses to the survey and interviews. Neither teachers nor their representatives were included in the membership of the core steering committee nor the various technical groups which made decisions on dimensions for inclusion in the policy. Teachers and their representatives only formed part of the stakeholder consultation.

Box 5. Involvement of teachers and their unions

In **Ghana**, teacher unions perceived the project as a typical government intervention and were initially 'very antagonistic'. However, as discussions continued, the unions 'realized that this is not the usual Ministry of Education' intervention that is going to be imposed on them. But that they ... are given the opportunity to take their destiny in their own hands'. This also helped as a way to address their 'professional confidence'. Eventually, as the process unfolded and the unions were asked for their input and grievances, the 'big issues' began to diminish and relations became 'cordial' in the stakeholder consultation process (Ghana, NFP Interview, 2019).

Together with the unions, teachers themselves were also involved in the discussions on the content and the process of policy development. The need for the draft to reflect the voices of teachers was highlighted by the NPO:

'On World Teachers' Day we met with 300 practitioners ... of whom 80% were teachers. We took them through the various processes and we found the opportunity to listen to their aspirations, their thoughts, what they think needs to be addressed to make the teaching profession what they desire [We] put together a report on all the obtained responses to inform the process We wanted to have as many voices and as much information. We have put all the voices and feedback into the framework we have already developed' (NPO Ghana Interview, 2019).

In **Guinea**, however, teachers and their representatives gave mixed responses when asked about their involvement in the process. The Guinean TTF focal point reported:

'Teacher unions' internal conflicts and their restructuring processes prevented them from taking part in the procedure' (NFP Guinea Interview, 2019).

In **Madagascar**, teachers were involved in the process of multi-stakeholder involvement through multidisciplinary teams. However, the NFPs said:

‘We need to broaden participation to integrate legal bodies and keep teachers involved throughout the process’ (NFP Madagascar Interview, 2019).

The establishment of a social dialogue framework was identified in **Uganda** and **Ghana** as a key mechanism in the policy development process, ensuring the participation of everyone involved, including teachers. In Uganda:

‘We have developed a social dialogue framework because we needed to work with the teachers ... because they felt they were being left out’ (NFP Uganda Interview, 2019).

3.2 How the Teacher Policy Development Guide was used

The Guide was developed through a participatory and inclusive approach under the Teacher Task Force’s 2014–2016 Strategic Plan. The Guide facilitates the review and development of evidence-based national teacher policies. It also frames teacher policies within education sector plans and national development priorities and examines the interlocking dimensions for a teacher policy and their correlations. Finally, it outlines the phases in the process to develop a teacher policy and suggests steps and issues to address when implementing a national teacher policy.

The Guide exists currently in two forms. The summary report was originally published in 2015 and was translated into all six UN languages as well as Portuguese. In 2019, the full-length Guide was published. It goes into more depth than the summary version, and provides several contextualized examples of relevant policy issues across different countries and regions in order to shed light on how policy is developed at the country level and the implications of policy for teachers and teaching.

Countries used both the full, unpublished version of the Guide and the published summary version in different languages from the [Teacher Task Force Knowledge Platform](#). While all countries received the summary of the Guide, a draft of the unpublished full-length version was only ready in time to be used in Benin, Ghana, Lesotho, Madagascar and Togo.

The Guide advocates for nine dimensions in teacher policy development. Many are interrelated and rooted in the historical, political, cultural or economic contexts in a given country or education systems. For this reason, they must be addressed together as part of a holistic integrated teacher policy. These dimensions are the following:

1. teacher recruitment and retention
2. teacher education (initial and continuing)
3. deployment
4. career structures/paths
5. teacher employment and working conditions
6. teacher reward and remuneration
7. teacher standards
8. teacher accountability
9. school governance

Content: Countries found the nine dimensions useful

All countries recognized the importance of the Guide, and especially of its nine key dimensions for the development of a holistic and comprehensive teacher policy framework. The majority of countries regarded the Guide as practical, easy to use and relevant to developing a teacher policy in their context.

Most countries also found the Guide’s nine key dimensions a thorough, useful framing of what a teacher policy should include. In several instances, these dimensions formed the basis of the policy, as in Lesotho:

We were under the impression that we could do it ourselves, because the Teacher Policy Development Guide was so user friendly that really, we could understand the comprehensive teacher policy ourselves (NFP Lesotho Interview, 2019).

The review of the teacher policy development process shows that all countries covered the nine dimensions, albeit in different ways. In some countries, supplementary dimensions were added: for example, social dialogue in Benin, Guinea and Togo, teacher autonomy in Benin, and social inclusion in Ghana. Moreover, most countries reported that the Guide could be updated to include more recent literature. Lastly, countries also expressed a desire for more country examples of teacher policies.

Process: Countries used the Guide to help steer consultation

In addition to providing a framework for policy content, the Guide informed the vision and principles that guided policy development, thereby influencing processes and mechanisms of consultation. In Malawi, the Guide was a particularly useful tool in the initial stages of the consultation process. For example, committee discussions were based on the dimensions of the Guide, which supplied the framework for developing the comprehensive teacher policy (NPO Malawi Interview, 2019) as well as for developing surveys and interviews for information gathering (Teacher Task Force Focal Point in Malawi Interview, 2019).

Country teams adapted the Guide and its dimensions to their own needs. In Benin, Guinea and Togo, the nine dimensions were clustered under themes, referred to by some countries as ‘strategic axes’. In Benin, the issues identified as most important for the policy to address were clustered under working conditions, recruitment, retention and accountability. In Guinea, the nine dimensions were organized along four main axes: teacher effectiveness, teacher motivation, teacher professionalism and social dialogue.

In most cases, countries prioritized a few dimensions in drafting their teacher policies. In Ghana, the policy prioritized and tackled the challenges of equitable deployment, teacher recruitment and the need to improve the quality of teachers graduating from teacher training institutions, along with related aspects (NFP Ghana Interview, 2019). The aim was to develop a policy that acknowledges the centrality of teachers and can stand the test of international assessment (NFP Ghana Interview, 2019). The Guide provided the roadmap for what should be included in the policy, and according to the National Programme Officer: ‘As well as the nine dimensions, we have also added social dialogue to our agenda as well as gender and inclusion’ (NPO Ghana Interview, 2019).

In Uganda, alongside the Guide, the teacher policy was drafted around the recommendations of UNESCO’s TTISSA report and related data on teachers. Six dimensions were used to guide the policy’s content: teacher recruitment, deployment and absenteeism; teacher education; management of teacher data, deployment and governance; teacher standards; teacher accountability; and teacher motivation, reward and remuneration.

Areas for improvement

When asked how the Guide could be improved, country focal points suggested that it could include more current country-specific examples as well as additional relevant literature on teachers, teaching and education (Table 2).

Table 2. Improvements to the Guide suggested by countries

Country	Dimensions or content to be added to the Guide
Benin	The decentralization of teacher management and teacher empowerment.
Ghana	Social dialogue and gender and inclusivity.
Guinea	Social dialogue and a methodological note on how to develop teacher policies concretely.
Lesotho	Teacher accountability and governance.

Country	Dimensions or content to be added to the Guide
Madagascar	Teacher regulation in relation to teacher qualifications.
Togo	Teacher representation and social dialogue.
Uganda	Social dialogue and the role of regulatory bodies in teacher education and teacher policies.

More generally, responses suggest that the Guide could benefit both from enhancements to existing dimensions and from the addition of entirely new dimensions.

Enhancements: Interviewees noted the need for a more comprehensive and detailed focus on cross-cutting policy issues such as gender, ICT, teacher qualifications, teacher motivation and teacher regulation – all key policy priorities in the countries reviewed. Lesotho suggests that the Guide ‘requires more details and is not consistent in terms of the manner in which the nine dimensions are covered’ (National Consultant Lesotho Interview, 2019).

Missing dimensions: Most countries cited social dialogue as an additional dimension worthy of consideration. While the Guide does mention social dialogue as a principle of policy development, this review reveals a need for greater detail and clarity on *how* social dialogue can be achieved. Other possible dimensions suggested were teacher autonomy and social inclusion.

Implementation: Benin, Guinea, Madagascar and Togo have integrated implementation issues into their policy document based on information provided in the Guide. Lesotho has not yet reached the stage of considering implementation, while Uganda developed a separate implementation plan. The different stages of policy development influenced how respondents saw the organization of implementation issues within the Guide. Some countries felt the Guide should merge all issues related to implementation in one section, while others felt implementation issues could be separated out according to each dimension covered. The various countries’ views highlight the need to ensure the Guide itself is a model of what a policy document should look like, meaning that issues around implementation should be addressed separately (Box 6). Another issue related to capacity-building. Once a teacher policy is developed and endorsed, country-level stakeholders need training to be able to implement it effectively.

Box 6. Implementation issues as separate from policy development

Interviewees from **Benin** and **Togo** felt that the Guide should be modelled as a policy document and thus be accompanied by separate documents for implementation:

Benin:

Interviewer: What do you find the least useful?

Response: ‘The sections on implementation in the Guide were not very useful given our understanding that it should model a policy document. A policy document should not extend to the implementation plan and budgeting activities.’

Togo:

Interviewer: What improvement would you like to see in the Guide?

Response: ‘We propose to delete the content on implementation, which unnecessarily burdens the individual teacher policy document.’

Use of complementary resources

In several countries, the development of a national teacher policy was informed by other technical reports and resources in addition to the Guide. Since the late 1990s, most countries have had a complex history of teacher-related policies and strategic plans, which have contributed to current teacher advocacy initiatives and set the landscape for the final teacher policy, as in Benin, Guinea, Togo and Uganda.

Alongside the Guide, countries said the SABER teacher reports (in Burkina Faso, Ghana, Madagascar, Malawi and Uganda) and NTI country mapping (in Burkina Faso, Ghana, Malawi and Uganda) were important technical resources in defining priorities for teachers in the national context. TTISSA reports, as an output of the process of teacher issue diagnosis initiated by UNESCO, were another important complement in Benin, Guinea, Lesotho, Madagascar, Togo and Uganda, where they were used to help gather teacher data, map the situation and define needs and priorities. In Uganda, the TTISSA report from 2013 provided a comprehensive study of teachers, their conditions, the different actors involved and their role in designing a feasible and effective teacher policy.

The ILO/UNESCO Recommendation concerning the Status of Teachers (1966) and the UNESCO Recommendation concerning the Status of Higher-Education Teaching Personnel (1997) are two international instruments that set out principles concerning the rights and responsibilities of educators, ranging from the pre-school level through university. Together they are also important resources that can be used to set standards for a wide range of issues related to teachers' most important professional, social, ethical and material concerns. The 1966 Recommendation, for instance, addresses the following key issues:

- initial and continuing training
- recruitment
- advancement and promotion
- security of tenure
- disciplinary procedures
- part-time service
- professional freedom
- supervision and assessment
- responsibilities and rights
- participation in educational decision-making
- negotiation
- conditions for effective teaching and learning
- social security (ILO/UNESCO, 2016)

3.3 How national and international partners supported the policy process

The process of developing national teacher policies should support lesson learning and capacity-building among all relevant stakeholders. Workshops and meetings should give space for reflection and growth towards future policy development. All countries secured this kind of support from development partners, international and national consultants and national stakeholders.

Support from development partners

International agencies such as UNESCO, the International Labour Organization (ILO), the United Nations Children's Fund (UNICEF) and the World Bank, alongside national aid agencies such as the United Kingdom's Department for International Development (DFID), the Japan International Cooperation Agency (JICA), Germany's Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), the Norwegian Agency for Development Cooperation (Norad) and the United States Agency for International Development (USAID), have a vital role to play in supplementing national teacher policy development processes. While their roles and presences have varied widely across the countries, their support has generally been two-pronged.

- *Technical human resource support* including local and international consultants who supported policy development by defining country policy needs, for example by mapping existing policies against the Guide's nine dimensions and kicking off the development process, as well as through UNESCO National Project Officers (NPOs), as in the NTI project.
- *Financial support* for workshops for government stakeholders, knowledge exchange and social dialogue, etc.

The support received from the Teacher Task Force, in particular its expertise and role in promoting knowledge sharing across its members, was valued as 'a good example of supporting South-South cooperation' (Teacher Task Force Focal Point Interview, Guinea). Additionally, every country connected to the TTF has a NFP within its ministry of education.

The wide-ranging support development partners provide for the teacher policy process is also illustrated in Malawi. There, the steering committee has a management team from several government ministries, including representatives from the Ministry of Education, the Ministry of Gender and the Ministry of Labour, along with representatives from development partners: UNESCO, UNICEF, DFID, World Bank, the European Union, JICA and NTI. The local education group, including teacher unions, civil society organizations and teacher education institutions, also forms part of the steering committee (NFP Malawi Interview, 2019).

Regional workshops

In most countries, development partners supported several different activities, including social dialogue and workshops. In addition to country-level workshops, countries that implemented the NTI project also held regional workshops to bring different regional stakeholders together to discuss their experiences and promote knowledge exchange. For example, in February 2019, the NTI countries (Burkina Faso, Ghana, Malawi and Uganda) held their first regional meeting in Ethiopia with additional support from the International Institute for Capacity Building in Africa (IICBA). This event was followed by a workshop in Dakar in September and a separate meeting during the TTF's Policy Dialogue Forum in December 2019 in Dubai, United Arab Emirates. These gatherings served as a platform to discuss the process and challenges of creating a teacher policy.

Some UNESCO Regional Offices, including the office in Harare, also regularly organize regional workshops to share countries' work on teacher challenges, issues and policies. For instance, in 2019, a few members of the technical working group from Malawi attended the workshop in Lusaka, Zambia to learn from the experience of the UNESCO CapED project, which was also supporting the development of teachers' policies in Zambia.

Support stemming from other extant programmes

Support for policy development can also stem from other forms of country support such as significant capacity-building programmes, including those for teachers, school leaders and other education personnel. This kind of support, however, can also bring with it coordination challenges. In Malawi, as in many other countries, local actors often see a lack of effective coordination across the range of programmes implemented by different partners, which makes it more difficult to create a cohesive policy. As noted by teacher unions regarding in-service teacher training:

... sometimes the government does ... have in-service training and [continuous professional development] for teachers [from partners] ... but ... often they are more like a project targeting a few districts, rather than nationwide covering [all] schools so that all teachers benefit. This is an issue the union has been advocating for ... to make sure teachers, especially those who graduated a long time ago from the teacher training institutions, are able to access new forms of training and support. (Teacher Union Representative [TUR] Malawi, Interview, 2019)

This suggests that while some of the ingredients of an effective teacher infrastructure are in place to shape and support teacher policy development, their status, time-limited nature and lack of cohesion can undermine effective cohesive teacher policy development efforts. Moreover, the multiplicity of development partners imposed high transaction costs for governments in the management and negotiation of numerous relationships and interests.

3.4 Unpacking national policy content in selected countries

This section analyses the content from six countries that have either fully developed their policy or have completed a draft policy: Benin, Guinea, Lesotho, Madagascar, Togo and Uganda (Table 3). It first gives an overview of national teacher policies in each country, and then discusses the underpinning principles and visions. Finally, it discusses the contextual adaptation of the policies, including potential implementation issues.

Table 3. Status and content of national teacher policy

Country	Status of policy development
Benin	<ul style="list-style-type: none"> ● Five-chapter teacher policy document developed ● Policy document finalized and technically validated by the Ministry of Education ● Awaiting its adoption by the central government
Burkina Faso	<ul style="list-style-type: none"> ● Policy completed with costing and action plan ● Policy currently being implemented
Ghana	<ul style="list-style-type: none"> ● Policy approved by Ministry and awaiting final approval by Government of Ghana
Guinea	<ul style="list-style-type: none"> ● Draft is in advanced stage of development ● Includes review of context and ten key dimensions including social dialogue
Lesotho	<ul style="list-style-type: none"> ● Draft developed, pending discussion by steering committee and other stakeholders ● Covers nine dimensions as outlined in the Guide
Malawi	<ul style="list-style-type: none"> ● In development phase with support from different partners
Madagascar	<ul style="list-style-type: none"> ● Teacher policy document completed and approved ● Includes review of context, vision and dimensions of teachers' work ● Currently being implemented
Togo	<ul style="list-style-type: none"> ● Teacher policy completed and approved by Government in the Council of Ministers ● Developed around three strategic axes of teacher effectiveness, motivation and professionalism ● Budgeted in two five-year implementation plans ● Planned reforms in teacher education have begun
Uganda	<ul style="list-style-type: none"> ● Completed policy endorsed, approved by government ● Covers education sector from early childhood to tertiary level ● Along with various dimensions of teachers' work, includes implementation structures ● Currently being implemented

Framing the teacher policy vision

The Guide notes that a key starting point in developing teacher policy is to outline a clear vision of what teacher professionalism entails and the roles that teachers should play. Across all the teacher policies reviewed, the guiding framework is the national macro-economic development plan and trajectory, with national development seen as

focusing on efficiency, competitiveness and economic growth (often regarded as the driver for developing a national teacher policy). Thus, in the countries studied, teacher policies are framed in instrumental ways, as contributing to the social and economic development of a country (Box 7).

Box 7. Visions within various country teacher policies

Benin: 'An education sector with competent and motivated teachers, trainers and educators who are aware of their social mission in order to contribute to the achievement of the 2018–2030 Education Sector Plan objectives and those of sustainable development, including the permanent improvement of the quality of learning outcomes.'

Guinea: 'To support policy-makers and education sector leaders in building a thriving, prosperous society capable of achieving equitable and sustainable socio-economic development.'

Madagascar: 'Put in place in front of all students, motivated teachers [who are] well trained/supervised [and] in sufficient numbers, to allow the implementation of the curricula and to guarantee the quality of the courses taught.'

Togo: The teacher policy vision is aligned with its Education Sector Plan (PSE, 2014–2025) which is geared towards equitable access and quality education for all. This is key to Togo's economic growth:

'The teacher policy is part of a systemic and holistic perspective encompassing all levels of education and facets of teachers' and educators' profession, in keeping with the Government's vision of equitable access for all and a school path leading to quality universal education. The quality of teachers will be reflected in their effectiveness, motivation and professionalism. It will be supported by training and lifelong learning opportunities, grounded in reality and adapted to Togo's needs, in line with the Sustainable Development Goal for Education (SDG4) and Target 4.c concerning teachers.'

Uganda: The Uganda Vision 2040 views the country's development challenges as largely associated with the low competitiveness of its human resources. A transformed teaching profession and learning environment for a skilled and globally competitive human resource drives the teacher policy vision: '...to produce quality, motivated, accountable and adaptable teachers that are responsive to the development needs.'

The aim of the policy is 'to provide a framework to professionalize and standardize the teaching profession and enhance the development and management of teachers. It is to provide strategies to enhance professionalism; develop and enforce standards; and streamline the professional development and management of teachers.'

Across all the policy visions, a key concern was ensuring that qualified and motivated teachers were in place and that teacher policies were driven by essential principles of inclusion, equity, social dialogue and transparency. These principles, as articulated in national teacher policies, speak to growing commitment to the recognition that hearing teachers' voices through social dialogue with teachers and their representatives is key to policy development. They also indicate an awareness that ensuring quality, equity and inclusion is what a teacher policy *should* achieve.

Teacher representation and social dialogue as additional dimensions are extremely important in Benin, Ghana, Guinea and Togo, as the Togolese Director of Human Resources mentioned:

Inclusion as the tenth dimension, [along with] the nine from the Guide, [emphasizing] teacher representation and social dialogue, will prevent conflicts between employers and teacher unions by putting in place mechanisms that promote ongoing dialogue and participation of teachers in decision-making processes (Interview, 2019).

Policy content: Adapting the Guide’s dimensions

Each of the countries reviewed aims to create a comprehensive and holistic teacher policy to better empower teachers. While the Guide’s nine dimensions are all covered, policies place the least emphasis on the dimension of school governance.

Countries have rearranged the structure of their national teacher policies according to their individual core themes and strategic axes. Benin, for example, identifies teacher professionalization, teacher motivation and management of the teaching function as central to its teacher policy.

Some countries have adapted and rearranged the dimensions and approaches outlined in the Guide to their individual core themes and strategic axes while ensuring a holistic and collaborative approach. Togo’s policy, for example, adapted the Guide to focus on teacher representation and social dialogue. The policy identifies three axes, each of which carries several key facets of the teaching profession. Each dimension included in the three axes has a number of different policy options informed by a political orientation with timelines for priority actions or political efforts over the short, medium and long term (Table 4).

Table 4. Adapting the teacher policy dimensions of the Guide in Togo

Strategic axes	Dimensions covered
Effectiveness	<ul style="list-style-type: none"> ● Teacher standards ● Teacher education (initial and continuing) ● Recruitment and retention ● Teacher deployment
Motivation	<ul style="list-style-type: none"> ● Career structure/ paths ● Employment and working conditions ● Teacher reward and remuneration ● School and university governance
Professionalism	<ul style="list-style-type: none"> ● Teacher accountability ● Teacher representation ● Social dialogue

Another policy dimension often identified and adapted to individual countries is teaching standards. Further consideration should be given to how different countries develop teaching standards and the competencies in the Standards Domains in Table 4.

Table 5. Teaching standards in national policies

Country	Teaching Standards Domains
Guinea	<ul style="list-style-type: none"> ● Professional knowledge ● Professional practice ● Commitment to learners and their learning ● Professional perfection/ upgrading
Lesotho	<ul style="list-style-type: none"> ● Professional knowledge and understanding ● Professional skills and practices ● Professional values/ attributes/ commitments ● Professional partnerships ● Professional leadership
Togo	<ul style="list-style-type: none"> ● Content knowledge ● Professional knowledge ● Professional practice ● Knowledge of the socio-educational context ● Professional responsibility

Teacher policy implementation

Although countries are at different stages of national policy development, all have given thought to policy implementation issues. Uganda has developed the most comprehensive policy implementation strategy and plan, with its policy validated by the Cabinet and Parliament. Uganda’s implementation strategy involved establishing the following structures, procedures and processes:

- Minimum professional standards and qualifications for the teaching profession
- Minimum professional standards and qualifications for teacher training
- Minimum standards and qualifications for teacher management
- Measures to support the integration of cross-cutting issues that affect the education and sports sector, including ICT, gender, HIV/AIDS, special needs education concerns, environment and human rights

In Burkina Faso, the new policy has been validated, endorsed and finalized at Ministry of Education level. However, there is still an exercise required from the Ministry of Finance concerning financial implications of the National Strategy document on the Teacher Question 2021-2025 (SNAQUE).

In Benin and Togo, each teacher policy has also been validated by the Ministry of Education but only in Togo has it been adopted by the Government. The implementation plan focuses on a results framework using objectively verifiable performance indicators, benchmarks, source of verification and hypotheses/critical conditions for each axis and dimension. Both countries also identify activities, tasks, responsible persons, associated actors, expected products and calendar and cost elements. The Guide’s sections on implementation framed their implementation plans.

Lesotho and Guinea, where policies are still in draft form, provided limited information on implementation, while Madagascar said that implementation had begun but showed no clear implementation plan. Across all the policies reviewed, concerns on implementation included financing, monitoring and evaluation, and capacity constraints.

Part 4. Synopsis of country case studies

4.1 Benin

Country overview:

Income level ⁴	Lower-middle income
Human development ⁵	Low (HDI value 0.525 in 2021; 166/191 countries)
Wealth inequality ⁶	Medium (Gini index 37.8 in 2018)

Overview of education and teacher education system: Benin has created a new Education Sector Plan (PSE) covering 2018 to 2030. Its new education system, developed since 2015, has three parts: basic education (which includes pre-school, primary, lower-secondary, educational alternatives and pre-professionalization); post-basic education (including upper secondary and skills development); and higher education and scientific research. Education is compulsory from age 6 to 11 (UNESCO-UIS, 2020a).

The teaching force is predominantly male. About 75% of primary teachers hold the minimum required qualification in primary education and the pupil-trained teacher ratio (PTTR) is 52:1 (UIS, 2022). Supervisory staff are limited in number and learner underperformance is a significant challenge. Teacher training to teach at the primary level requires a minimum of two years after completing lower secondary education. The teaching qualification achieved is considered equivalent to upper secondary education (UNESCO-UIS ISCED Mapping for Benin, 2013) (Table 6). The rate of teacher attrition in primary education was 15% in 2021 (UNESCO-UIS, 2022b).

Table 6. Education system and teacher statistics in Benin according to ISCED, 2021 or latest year available

	Education system (General Orientation)		Teacher statistics			
	Theoretical age of entry	Theoretical duration in years	Number of teachers	Percentage of female teachers	Percentage trained according to minimum required qualifications	Pupil-trained teacher ratio
Pre-primary	4	2	7,253	73	53	43:1
Primary	6	6	57,002	29	75	52:1
Combined lower and upper Secondary	12	7	48,785	12	36	53:1

⁴ For all countries, income levels are listed according to the World Bank's classification for country and lending groups. See <https://datahelpdesk.worldbank.org/knowledgebase/articles/906519-world-bank-country-and-lending-groups>.

⁵ For all countries, human development is measured based on the UNDP's Human Development Index (HDI), which measures average achievement in three key dimensions of human development: health, education and standards of living. See <https://hdr.undp.org/system/files/documents/hdr2020pdf.pdf>.

⁶ A Gini index value above 50 is considered to represent high inequality; between 30 and 50 is considered to represent medium; and less than 30 is considered low. Data for all countries are drawn from World Bank estimates; see <https://data.worldbank.org/indicator/SI.POV.GINI>.

	Education system (General Orientation)		Teacher statistics			
	Theoretical age of entry	Theoretical duration in years	Number of teachers	Percentage of female teachers	Percentage trained according to minimum required qualifications	Pupil-trained teacher ratio
Lower secondary	12	4	...	...	...	66:1
Upper secondary	16	3	...	...	...	50:1

Data source: UNESCO-UIS, 2022b. Accessed 1 November 2022.

The PSE aligns with the Sustainable Development Goals (SDGs), which Benin has endorsed. Policies, legal frameworks, legislation and research and study reports that have contributed to the teacher policy document correspond to dimensions in the Guide (Table 7).

Table 7. National policies in Benin mapped to the Guide and teacher dimensions

National policies, plans and official documents	Content	Mapping to the Guide
National Development Plan (PND, 2018–2025)	Focuses on the creation of healthy, well-educated and resilient human capital.	Larger socio-economic context of teacher policy, vision or mission statement and objectives
Education Sector Plan (PSE, 2018–2030)	Vision: ‘Benin’s education system provides all learners, without any distinction, access to skills, the spirit of entrepreneurship and innovation that make them thriving, competent and competitive citizens, able to ensure economic growth, sustainable development and national cohesion.’	Larger socio-economic context of teacher policy, vision or mission statement and objectives
Education Sector Policy 2018	Advocates updating the policy for initial and in-service training of teachers, supervisors and other stakeholders, as well as a rational distribution of inspectors and pedagogical advisers.	Teacher education (initial and continuing) and teacher accountability
UNESCO’s Teacher Training Initiative for Sub-Saharan Africa (TTISSA), 2006–2015, Diagnostic Report, 2011	A holistic diagnosis for the construction of a consensual and sustainable teaching policy.	Data on all dimensions, particularly teacher education



Policy process: The process for developing the teacher policy was inclusive and participatory. It involved the three ministries in charge of education, including the Ministry of Nursery and Primary Education, the Ministry of Secondary, Technical and Vocational Training, and the Ministry of Higher Education and Scientific Research. The ministries of social affairs, labour, development and finance, civil society, the private sector, social partners and technical and financial partners in Benin also participated. Lastly, a National Technical Inter-Ministerial Team was established as a policy dialogue forum, which comprised of all education stakeholders, to collect a range of views expressed on the policy process and content.



Policy content: Benin has completed five chapters of its teacher policy document, which is pending government approval. The policy covers all education sub-sectors. Chapter 1 describes the education and teacher contexts based on diagnostic studies. Chapter 2 reviews the existing policy landscape and legal framework, laying the foundation for the new national teacher policy and its vision and guiding principles. Three strategic axes are outlined in Chapter 3: teacher professionalization, teacher motivation and management of the teaching function. These axes form the backbone of the policy, underpinning the new vision for Benin's teachers/educators in all sub-sectors. Key dimensions and facets of the teaching profession are allocated to each of the axes and policy prescriptions and options are offered in response to the gaps revealed by the diagnostic findings. Chapters 4 and 5 cover implementation issues and costing, as well as organizational support, monitoring and evaluation schemes.



Use of the Guide and other resources: An initial stakeholder workshop customized the content of the Guide to help shape the national teacher policy. For instance, an additional dimension of teacher autonomy was added to the Guide's nine dimensions. The national teacher policy also draws from several diagnostic studies, such as the TTISSA 2011 study, and from existing national education policy documents like the PSE.

4.2 Burkina Faso

Country overview:

Income level	Low-income
Human development	Low (HDI value 0.449 in 2021; 184/191 countries)
Wealth inequality	Medium (Gini index 47.3 in 2018)

Overview of education and teacher education system: The Burkina Faso education system stems from the education law adopted in July 2007 as part of education sector reform. Under the law, education is structured in four parts: formal education; non-formal education; informal education; and special education.

Formal education includes basic education, secondary education, higher education, and technical and vocational training. Formal basic education has three components: pre-primary, primary and post-primary (secondary) education. The 2007 reform harmonized pre-primary, primary and post-primary education in a single cycle and made basic education obligatory for children aged 6 to 16.

Formal basic education begins at pre-school, lasting for three years, and aimed at children aged 3 to 5. Pre-school education is not compulsory, but nevertheless represents an important link in the education system. Primary education has an entry age of 6 and lasts for six years. Secondary education includes two types of education: general education (lasting for three years) and technical and vocational education and training (lasting for two or three years). Higher education includes universities, higher institutes and 'grandes écoles'. Technical and vocational training accepts graduates from various levels of education and aims to help students acquire specific knowledge and skills for carrying out a trade or improving work productivity.

Non-formal education is intended for children and adolescents aged 9 to 15 who do not attend school or have dropped out of school early, as well as for young people and adults over the age of 15, for whom literacy programmes or vocational training through apprenticeship are organized in non-school settings. Special education is also included in this overall structuring of the sector.

Teacher training to teach at the primary level requires a minimum of two years after completing lower secondary education. The teaching qualification achieved is considered equivalent to upper secondary education (UNESCO-UIS, 2022a). In 2020, primary teachers' average salary relative to other professions requiring a comparable level of qualifications was 1.36 (Table 8). In 2020, the primary and secondary teacher attrition rates were 3% and 5% (UNESCO-UIS, 2022b).

Table 8. Education system and teacher statistics in Burkina Faso according to ISCED, 2021 or latest year available

	Education system (General orientation)		Teacher statistics			
	Theoretical age of entry	Theoretical duration in years	Number of teachers	Percentage of female teachers	Percentage trained according to minimum required qualifications	Pupil-trained teacher ratio
Pre-primary	3	3	6,242	87	67	31:1
Primary	6	6	92,911	48	89	41:1
Combined lower and upper Secondary	12	7	33,518	21	68	59:1
Lower secondary	12	4	...	...	...	...
Upper secondary	16	3	...	...	...	...

Data source: UNESCO-UIS, 2022b. Accessed 1 November 2022.

Prior to the work to develop a new holistic and comprehensive teacher policy in Burkina Faso, a number of fragmented and separate policy documents existed (Ministères en charge de l'éducation et de la formation du Burkina Faso, 2017). These include the national constitution and a national strategy. The following were organized, mapped and reviewed during the policy development process and are aligned to the following dimensions of the Guide (Table 9).

Table 9. National policies in Burkina Faso mapped to the Guide and teacher dimensions

National policies, plans and official documents	Content	Mapping to the Guide
Decree 289 bis (1965)	Reorganizes teaching in primary education, defines access conditions, the training and profiles of primary teachers.	Teacher recruitment and retention Teacher education – initial and continuing
Decree 65-207 (1965)	Defines the special status and working conditions of rural schoolteachers.	Teachers' employment and working conditions Teacher deployment
Decree 69-011 (1969)	Establishes a framework for secondary education. Defines the organization and conditions of access as well as exit profiles for secondary school teachers.	Teachers' employment and working conditions Teacher deployment Teacher education – initial and continuing
Decree 2006-377 (2006)	Organization of jobs and roles of the Ministry of Basic Education and Literacy.	Teacher education – initial and continuing Teachers' employment and working conditions
Decree 2006-423 (2006)	Organization of jobs and roles of the Ministry of Secondary Education and Scientific Research.	Teacher education – initial and continuing Teachers' employment and working conditions
Decree 2008-236 (2008)	Organization of primary education: Determines the conditions of access; the training methods and profiles expected in the profession of secondary school teacher and the organization of this cycle.	Recruitment and retention Teacher education – initial and continuing
Decree 2008-377 (2008)	Organization of primary education: Determines the conditions of access; the training methods and profiles expected in the profession of secondary school teacher and the organization of this cycle.	Recruitment and retention Teacher education – initial and continuing
Decree 2008-681 (2008)	Adoption of the education policy letter. It includes the orientation of rights and duties of teachers at all levels.	Teacher' employment and working conditions

National policies, plans and official documents	Content	Mapping to the Guide
Constitution of Burkina Faso 2015	It gives the main orientations of public policies in Burkina Faso.	It defines the education policy of Burkina Faso including the roles, rights and duties of teachers
Motivation strategy for the staff of the Ministry of National Education and Literacy (2017)	Promotes a system of recognition, motivation and professional satisfaction of pre-primary, primary and post-primary education staff.	Teacher rewards and remuneration
Decree 2020-0245 (2020)	Defines the education, training, and promotion of education staff.	Teacher education – initial and continuing Career structure/ path
SNAQUE 2021-2025	National strategy on teachers.	New teacher policy Teacher management and school governance following the UNESCO/ ILO recommendations It is accompanied by a three-year plan



Policy process: As a first step to developing the teacher policy, an NTI-funded diagnostic study aligned to the Guide’s nine main teacher policy dimensions was conducted, with reference also to the 2016 IICBA report (UNESCO-IICBA, 2016). Following the study, an analytical report covering the results of the study made it possible to identify the major challenges and to propose solutions and a list of actions to be carried out within the framework of a teacher policy. A costing simulation model of Burkina Faso’s teaching policy (MoSiFiPE) was also developed. Combined, these documents enabled the technical committee to formulate a draft of Burkina Faso’s new teacher policy referred to as the National Strategy document on the Teacher Question 2021-2025 (SNAQUE). This policy, accompanied by an action plan, were both validated 12 November 2020.

The process of developing the SNAQUE was participatory and led by the monitoring committee of the NTI project and a technical committee. The NTI project monitoring committee was made up of sixteen members from the Ministry of National Education, Literacy and the Promotion of National Languages, the Ministry of Higher Education, Scientific Research and Innovation and teacher trade unions.

The technical committee numbered about thirty-two and was also made up of representatives from the Ministry of Education, the Ministry of Literacy and the Promotion of National Languages, and the Ministry of Higher Education, Scientific Research and Innovation. Additional representatives were from the Ministry of Finance, the Economy and Development, the Ministry of Public Service, Labour and Social Protection and teacher trade unions.

The NTI project monitoring committee was responsible for defining the main orientations necessary for the smooth running of the formulation process, ensuring the monitoring of the strategy development process and validating the work of the technical committee.

Education unions, supported by Education International (EI), were key to the teacher policy development process. EI encouraged the *Coordination nationale des syndicats de l'éducation* (CNSE), made up of the country's fifteen education unions, to take an active part in the NTI project aimed at developing new policies for teachers (Education International, 2018). The CNSE participated in the first round of meetings for the project launch, from 4 to 6 June 2019, in the capital, Ouagadougou, and unions continued to be involved at all stages of the process. EI also organized workshops bringing together all fifteen unions. A meeting with unions on the draft strategy and its action plan, held before validation in October 2020, made it possible to collect the contribution of teachers.

Following the development of the strategy, a framework was developed for cooperation on the teaching issue with all stakeholders. A draft decree creating a working group responsible for monitoring implementation has also been drawn up.

The establishment of a permanent dialogue with social partners in education can be considered an important policy innovation that makes it possible to resolve many concerns related to teachers and teaching.

The Government of Burkina Faso is organizing a National Assembly on National Education with the objective of creating a national pact for resilient and quality education. This will make it possible to examine the structure of education in Burkina Faso through different themes that focus on the main challenges of the day, including teachers. The assembly will help to validate the most relevant proposals to improve management of teachers with the aim of improving education quality.



Use of the Guide: This review recommends that the future Burkina Faso teacher policy continue to rely on the Guide to deepen the nine dimensions and propose policy options.

4.3 Ghana

Country overview:

Income level	Lower-middle income
Human development	Medium (HDI value 0.632 in 2021; 133/191 countries)
Wealth inequality	Medium (Gini index 43.50 in 2016)

Overview of education and teacher education system: Basic education in Ghana is free and compulsory, and covers pre-primary, primary and secondary education. The education structure consists of three levels: pre-primary (two years) and primary education (six years); second-cycle education (three years of junior high school and three years of senior high school); and third-level education, which includes diploma programmes (three years), bachelor's degree programmes (four years), and other higher degree programmes of varying length.

Private sector education accounts for 30% of lower levels up to junior high and 10% of senior high school education (Ministry of Education Ghana and UNESCO, 2019). The Ghana Education Service under the Ministry of Education is responsible for providing education at the pre-tertiary level. The National Teaching Council advises the ministry on matters related to teacher education, professional practice and ethical standards.

Teacher training to teach at the primary level requires a minimum of three years after completing upper secondary education. The teaching qualification achieved is considered equivalent to a short cycle tertiary education (UNESCO-UIS, 2022a).

Table 10. Education system and teacher statistics in Ghana according to ISCED, 2021 or latest year available

	Education system (General orientation)		Teacher statistics			
	Theoretical age of entry	Theoretical duration in years	Number of teachers	Percentage of female teachers	Percentage trained according to minimum required qualifications	Pupil-trained teacher ratio
Pre-primary	4	2	69,844	84	63	42:1
Primary	6	6	185,715	45	67	37:1
Combined lower and upper Secondary	12	6	207,972	27	77	21:1
Lower secondary	12	3	147,244	28	73	18:1
Upper secondary	15	3	60,728	24	85	23:1

Data source: UNESCO-UIS, 2022b. Accessed 1 November 2022.

The education sector in Ghana has ‘a number of policy documents that define and provide a framework on various dimensions of a standard teacher policy’ (Ministry of Education Ghana and UNESCO, 2019). Most of these dimensions are not currently interpreted through a single harmonized policy (Table 11).

Table 11. National policies in Ghana mapped to the Guide and teacher dimensions

National policies, plans and official documents	Content	Mapping to the Guide
National Teaching Standards (2018)	National Teaching Standards informed the newly developed 4-year Bachelor of Education programme.	Teacher standards
Human Resource Management Policy Framework and a Manual for the Ghana Public Service (2015)	Provides some broad and generic approaches to accountability.	Teacher accountability
Pre-Tertiary Teacher Professional Development and Management (PTPDM) policy (2012)	Focuses on teacher education (initial and continuing) and a scheme for career progression for teachers.	Teacher education (initial and continuing) Career structures and pathways

National policies, plans and official documents	Content	Mapping to the Guide
Collective Bargaining Agreement (2009) and the Code of Conduct (2008)	No evidence of a harmonized policy document on teacher recruitment and retention or employment and working conditions. Some mention of teacher recruitment and retention incentives.	Teacher recruitment and retention Teacher employment and working conditions Teacher rewards and remuneration
School Partnership Policy	Links schools with teacher training institutions.	School governance
National Minimum Standards for Kindergarten in Ghana and a (draft) Private Schools' Regulation Bill (2000)	Standards for early childhood care and education include teachers and policy, which list expectations that the government and the Ghana Education Service have of private school owners.	School governance

Several teacher-related initiatives and programmes exist involving multiple stakeholders, including national government representatives and non-government and international agencies and donors. Social dialogue institutions also 'create platforms for relevant and effective stakeholder engagement, organized around labour-related issues, and with the objective of influencing the development of work-related issues, and labour market and social protection policies' (Ministry of Education Ghana and UNESCO, 2019).

Policy process: Ghana's comprehensive national teacher policy was developed as part of strengthening multi-partner cooperation under the NTI initiative. According to the NFP, the aim was to bring 'all the different policies together into a comprehensive teacher policy' (Ministry of Education Ghana and UNESCO, 2019).

Facilitated by political commitment from the government, the policy development process was divided into several activities with budgets allocated according to overall NTI project outcomes and outputs. Structures included the Ghana Teacher Task Force, assembled by the Minister for Education and the Chairman of the Ghana National Commission for UNESCO, as the main liaison and implementation body of the multi-partner cooperation to support teacher policy (Ministry of Education Ghana and UNESCO, 2019). The GTTF was made up of the steering committee and technical committee, both acting on behalf of the government of Ghana.

The steering committee was responsible for project oversight and direction (Ministry of Education Ghana and UNESCO, 2019). It had twenty-one members and was chaired by the Honourable Minister of Education. It also included other central Ministry staff and representatives from UN agencies including UNESCO, UNICEF and ILO, as well as representatives from local teacher unions, teacher training institutions, and the national teachers' council.

The technical committee, made up of experts on teacher issues and drawn from key stakeholder institutions, was in charge of preparing all technical documents (work plan, budget documents, terms of reference for comprehensive country analysis). It ensured that all the technical work leading to all the deliverables in the NTI Project was carried out and it reported periodically to the steering committee on progress made.

Both the steering and technical committees contained representatives from local groups, including religious organizations that own schools, vice chancellors of universities and others. Social dialogue and social participation mechanisms that assign specific responsibilities based on stakeholder expertise were put in place, enabling wide participation with a focus on ensuring that teachers' views and representative voices inform the process. The policy has been approved by the Ministry of Education and is only awaiting final approval by the Government of Ghana.



Policy content: Ghana’s national teacher policy seeks to provide a comprehensive outline for existing frameworks and policies. It uses the Guide’s nine dimensions to address country-specific challenges of equitable deployment, teacher recruitment, improving the quality of teachers graduating from teacher training institutions and other related aspects. It also adds two other dimensions: social inclusion, covering gender equality and inclusivity; and social dialogue. Among other documents produced to support the national teacher policy were the Social Dialogue Framework and the Teacher Deployment and Transfer Strategy.



Use of the Guide: The Guide provided a basis for developing a larger framework accommodating existing interventions and frameworks. The full version of the Guide was used to support the development of the teacher policy from the very beginning, soon after the internal situational analysis report of teachers and teacher policy was completed in 2017/2018. The Guide was adapted to national requirements with the aim of developing a policy that acknowledges the centrality of teachers and is robust enough to stand the test of international review.

4.4 Guinea

Country overview:

Income level	Low-income
Human development	Low (HDI value 0.465 in 2021; 182/191 countries)
Wealth inequality	Medium (Gini index 29.6 in 2018)

Overview of education and teacher education system: Guinea’s education and training system is made up of a pre-primary cycle, a basic education cycle (primary for three years and lower secondary education for four years) followed by upper secondary education for three years. There is also technical and vocational education and training (TVET) and the higher education and scientific research sector. Pre-primary education is still confined to urban areas, however, and relies mainly on the private sector, which accounts for more than 92% of enrolment.

The percentage of teachers with the minimum required qualifications in 2020 was 77% in primary education resulting in a pupil–trained teacher ratio (PTTR) in primary of 63:1. In secondary education, just 57% of teachers held the minimum qualifications to teach at that level (UNESCO-UIS, 2022a). Teachers in general have low qualification levels, and successive attempts have been made to promote teacher policies that offer adequate responses (Table 12).

Table 12. Education system and teacher statistics in Guinea according to ISCED, 2021 or latest year available

	Education system (General orientation)		Teacher statistics			
	Theoretical age of entry	Theoretical duration in years	Number of teachers	Percentage of female teachers	Percentage trained according to minimum required qualifications	Pupil-trained teacher ratio
Pre-primary	4	3	6,169	82	35	107:1
Primary	7	6	43,914	41	77	63:1

	Education system (General orientation)		Teacher statistics			
	Theoretical age of entry	Theoretical duration in years	Number of teachers	Percentage of female teachers	Percentage trained according to minimum required qualifications	Pupil-trained teacher ratio
Combined lower and upper Secondary	14	7	36,050	5	57	39:1
Lower secondary	13	4	...	...	...	...
Upper secondary	17	3	...	...	...	...

Data source: UNESCO-UIS, 2022b. Accessed 1 November 2022.

Through the implementation of earlier projects and programmes, from the Education Sector Adjustment Programme, 1990–1994 (PASE 1) to the national Education Sector Plan 2020–2029, Guinea has made progress in improving education delivery at all levels. These changes have been made possible not only by government investments but also through bilateral and multilateral assistance, local community participation and the development of private education (Table 13).

Table 13. National policies in Guinea mapped to the Guide and teacher dimensions

National policies, plans and official documents	Content	Mapping to the Guide
Status Report on the National Education System (RESEN, 2019)	Presents a detailed diagnosis of the country's education system. It helps decision-makers to know the strengths and weaknesses of the system, monitor progress and define the best options for education policies.	Larger education sector context of teacher policy, vision or mission statement and objectives
Education Sector Plan (PSE), 2015–2017	Interim Education Sector Development Plan describing national context, strategic orientation by education level, key dimensions, financing, implementation and monitoring and evaluation.	Larger education sector context of teacher policy, vision or mission statement and objectives
Teacher Training Initiative for Sub-Saharan Africa (TTISSA) Report (2013)	Holistic diagnosis for the construction of a consensual, holistic and sustainable teacher policy.	All key teacher dimensions except teacher standards and teacher accountability

National policies, plans and official documents	Content	Mapping to the Guide
Policy on Teacher Issues in the Republic of Guinea (2009)	Purpose: to address teacher issues holistically, including improvement of teacher status and working conditions, management, quality of teaching and learning, and teacher professional development.	Teacher employment and working conditions Teacher education – initial and continuing Teacher recruitment and retention
Decree D/06/018/PRG/SGG on 28 June 2006.	Related to the special status of National Education personnel.	Teacher employment and working conditions
National Initial and Continuing Education Policy for Elementary and Secondary Teachers (PNFICEES, 20016)	Proposes a policy of initial and continuous training for elementary and secondary school teachers.	Teacher education – initial and continuing



Policy process: The drafting of the Guinea National Teacher Policy is at an advanced stage. The policy process was inclusive, involving ministries in charge of education, other partner ministries, education stakeholders and key policy actors in Guinea.

It included the formation of a National Technical Inter-Ministerial Team of about fifteen members as a dialogue platform in which all stakeholders could be consulted. It comprises executives from the education and training sector and is chaired by the Inspector General of Education. This is the higher level corresponding to a steering committee.

Additionally, the National Technical Team (ETN) consists of about 40 representative members from the three ministries of education and training (the Ministry of National Education and Literacy, the Ministry of Technical Education, Vocational Training and Employment, and the Ministry of Higher Education and Scientific Research). Coordinating the bulk of the technical work, it also includes representatives from partner ministries (civil service, budget, finance and economy, planning and economic development). Lastly, it included members from civil society: teacher-parent associations, education and training sector unions, private sector organizations involved in education, pupils and teachers.

The ETN is chaired by the Inspector of Education as the focal point, which serves as the link between the technical coordination and the national technical team to ensure smooth processes and collaboration.

Due to lack of funding, the policy development process is temporarily blocked. Moreover, Guinea needs more expertise to support the ETN in the development of implementation plans and budgeting for the national teacher policy.



Policy content: Chapter 1 of the national teacher policy provides detailed information on the general context for the policy. Chapter 2 covers guiding principles and roles and responsibilities for the teacher policy. It states the general objective of the national teacher policy: 'to support policy-makers and education sector leaders in building a thriving, prosperous society capable of achieving equitable and sustainable socio-economic development'. The document also notes that the national teacher policy must be holistic and include fundamental principles of inclusion, participation of all stakeholders in the process, ownership and validation by government. Four main thematic areas are listed: teacher effectiveness, teacher motivation, teacher professionalism and social dialogue. These serve as clusters for the policy dimensions. Chapter 3 covers implementation and is followed by annexes. The current draft, dated November 2019, stops there. While the policy

goal has been specified, no vision is listed; however, the four thematic areas and their related dimensions are clearly laid out. The first three chapters could be improved by including a policy and legal framework, problem statement and policy rationale and direction. Finally, the policy principles are not adequate to guide the policy content.



Use of the Guide: The Guide was introduced during an initial workshop during which members of the ETN were trained to build ownership during the policy development process. Training was oriented around the Guide's central methodological framework and nine dimensions and was organized along four main axes: teacher effectiveness, teacher motivation, teacher professionalism and social dialogue. The full draft version of the Guide was used.

All the dimensions contained in the Guide were found useful for developing the policy. Workshops were held in the early phases of the policy process to adapt the content of the Guide and meet national requirements. Nevertheless, more attention could be paid to ensure the Guide continues to evolve so that the content remains comprehensive to reflect all national priorities and align to the country's vision.

4.5 Lesotho

Country overview:

Income level	Lower-middle income
Human development	Low (HDI value 0.514 in 2021; 168/191 countries)
Wealth inequality	Medium (Gini index 44.9 in 2017)

Overview of education and teacher education system: The education system includes both formal and informal education. The formal education system has five levels: three years of pre-primary, seven years of primary, five years of secondary (junior and senior), post-secondary education (vocational and technical) and higher learning (MOET, 2016).

Teacher training to teach at the primary level requires a minimum of three years after completing upper secondary education. The teaching qualification achieved is considered equivalent to a short cycle tertiary education (UNESCO-UIS, 2022a). The MOET's Teaching Service Department (TSD) is responsible for managing teachers (TSD, 2019). Teacher preparation is the responsibility of two institutions of higher education: Lesotho College of Education and the National University of Lesotho.

Table 14. Education system and teacher statistics in Lesotho according to ISCED, 2021 or latest year available

	Education system (General orientation)		Teacher statistics			
	Theoretical age of entry	Theoretical duration in years	Number of teachers	Percentage of female teachers	Percentage trained according to minimum required qualifications	Pupil-trained teacher ratio
Pre-primary	3	3	2,711	98	100	17:1
Primary	6	7	10,193	75	87	39:1

	Education system (General orientation)		Teacher statistics			
	Theoretical age of entry	Theoretical duration in years	Number of teachers	Percentage of female teachers	Percentage trained according to minimum required qualifications	Pupil-trained teacher ratio
Combined lower and upper Secondary	13	5	5,520	55	89	39:1
Lower secondary	13	3	...	...	...	...
Upper secondary	16	2	...	...	...	...

Data source: UNESCO-UIS, 2022b. Accessed 1 November 2022.

The Ministry of Education and Training (MOET), the central agency responsible for education provision, is organized into technical and administrative departments (MOET, 2016). At the district level, education officers oversee the implementation of programmes and policies (MOET, 2016, p. 14). Nine policies, plans and official documents influence the work of teachers and teaching (Table 15).

Table 15. National policies in Lesotho mapped to the Guide and teacher dimensions

National policies, plans and official documents	Content	Mapping to the Guide
National Sector Development Plan (2013–2017)	Outlines the broader macro-economic vision and strategic framework for development for 2013–2017.	Larger socio-economic context of teacher policy, vision or mission statement and objectives
Education Sector Plan (2016–2026)	Serves as a blueprint for MOET aspirations.	Larger socio-economic context of teacher policy, vision or mission statement and objectives
Teacher Service and Career Structure (2019)	Under the Public Service Modernization Project (PSMP), this document addresses teacher career structure and links progression with performance, qualifications and experience. The 2019 career structure is applicable to early childhood, primary and secondary teachers. It does not apply to private institutions and TVET instructors. At each level, there are opportunities for vertical or horizontal mobility based on years of experience, qualifications and performance.	Career structure/path Teacher standards Teacher accountability

National policies, plans and official documents	Content	Mapping to the Guide
Public Service Modernization Project (PSMP) (2016–2020)	<p>Aimed at reducing inefficiency in use of public resources in administration.</p> <p>Key components are strengthening human resources management processes in the Teaching Service Department and revising the pay policy of teachers.</p>	<p>Teacher reward and remuneration</p> <p>Teacher recruitment and retention</p> <p>Deployment</p> <p>Teachers' employment and working conditions (disciplinary aspects)</p> <p>Teacher accountability</p> <p>Teacher standards</p>
TTISSA report (2012)	Presents diagnostic analyses of teachers.	Data on all dimensions, in particular teacher education – initial and continuing
Codes of Good Practice (2011)	Covers teacher conduct, health and welfare, grievance redressal, disciplinary codes and dispute resolution codes. Includes a schedule of offences and penalties.	<p>Teacher recruitment and retention</p> <p>Deployment</p> <p>Teachers' employment and working conditions (disciplinary aspects)</p> <p>Teacher accountability</p> <p>Teacher standards</p>
Education Act (2010)	<p>Deals with issues related to registration of schools, school supervision, inspectorate system and school management.</p> <p>Includes appointment of teachers, their conduct, settlement of disputes, retirement, and rules and regulations related to teacher formations.</p>	<p>School governance</p> <p>Teacher recruitment and retention</p> <p>Deployment</p> <p>Teachers' employment and working conditions</p> <p>Teacher accountability</p> <p>Teacher standards (disciplinary aspects)</p>
Curriculum and Assessment Policy (2008)	<p>Developed to make education 'accessible, relevant, efficient and of the best quality' (MOET, 2008, p. 2).</p> <p>Provides a framework to transform teaching, learning and assessment at the primary and secondary education levels by, for example, introducing free primary education.</p> <p>Makes mother tongue the medium of instruction until class 3.</p>	Teacher education – initial and continuing (school curriculum policy in the absence of a separate teacher education curriculum)

National policies, plans and official documents	Content	Mapping to the Guide
Teaching Service Regulations (2002)	Deals with teacher educational qualifications, registration of teachers, conditions of employment, filling of vacancies, conditions of service, leave retirement, and inspection and issues of discipline.	Teacher recruitment and retention Deployment Teachers' employment and working conditions (disciplinary aspects) Teacher accountability Teacher standards



Policy process: The process for developing the Comprehensive Teacher Policy was planned as ten phases. These included setting up a steering committee headed by the TSD along with working groups for each dimension of the proposed national Comprehensive Teacher Policy. A Critical Reference Group, drawn from all the divisions/branches of the MOET and other government departments, was established to steer the process and ensure that it included all relevant actors. Key stakeholders outside the government included teacher unions, other professional associations and members of the Teaching Service Commission and the Teaching Council for additional inputs. A national consultant was also appointed to support the policy development process and to work alongside the TSD.

At present, two parallel processes operate within Lesotho. One involves the use of the Guide to develop a draft of the Comprehensive Teacher Policy. It engages the national consultant and has obtained technical support from TTF through an international consultant.

The second process involves developments under the World Bank Public Service Modernization Project (PSMP), which is involved in the teacher policy as it relates to human resource management (World Bank, 2016, p. 10). The PSMP has influenced the development of various dimensions of teacher policy (NFP Lesotho Interview, 2019), including teacher career structure, teacher deployment, expanding procedures for salary structure and developing a performance management system. These aspects are at different stages of completion and have been developed primarily through consultants.



Policy content: The policy was still in draft stage when this review was conducted. It covers existing challenges for teaching in Lesotho and identifies strategies for each of the nine dimensions of the Guide.

In developing the policy, the dimensions are presented to all stakeholders for validation and input based on the principles of non-discrimination, professionalism and inclusion. However, teacher standards was the only dimension to have been presented to the task team at the time of this review.



Use of the Guide: The draft version of the comprehensive teacher policy is the result of a national policy development process that began in 2012 under the TTISSA diagnostic study. The draft attempts to bring together previous studies, existing policy and legal frameworks as well as related ideas and discourses, using the Guide to provide support.

4.6 Madagascar

Country overview:

Income level	Low-income
Human development	Low (HDI value 0.501 in 2021; 173/191 countries)
Wealth inequality	Medium (Gini index 42.6 in 2012)

Overview of education and teacher education system: Education in Madagascar is divided into six subsectors. The Ministry of National Education (MEN) oversees pre-school, primary (five years), lower secondary (four years) and upper secondary (three years). Technical and vocational education and training is governed by the Ministry of Technical and Vocational Education, and higher education falls under the Ministry of Higher Education and Scientific Research (MESUPRES, 2017a, 2017b).

Teacher training to teach at the primary level requires a minimum of one and a half years after completing lower secondary education. The teaching qualification achieved is considered equivalent to a lower secondary level diploma (UNESCO-UIS, 2022a). Despite this low qualification, just 15% of primary teachers held this qualification resulting in a primary level pupil-trained teacher ratio of 240:1 (Table 16).

Table 16. Education system and teacher statistics in Madagascar according to ISCED, 2021 or latest year available

	Education system (General orientation)		Teacher statistics			
	Theoretical age of entry	Theoretical duration in years	Number of teachers	Percentage of female teachers	Percentage trained according to minimum required qualifications	Pupil-trained teacher ratio
Pre-primary	3	3	40,521	79	44	51:1
Primary	6	5	126,649	53	15	240:1
Combined lower and upper Secondary	11	7	82,444	42	20	96:1
Lower secondary	11	4	58,153	42	22	87:1
Upper secondary	15	3	19,995	38	16	124:1

Data source: UNESCO-UIS, 2022b. Accessed 1 November 2022.

Madagascar's education and training system shows characteristics of internal and external inefficiencies, resulting in poor learning outcomes. Policy responses to create better teaching and learning conditions were proposed in the country's Education Sector Plan (PSE, 2018–2022), in line with the SDGs. These responses were based on findings gathered during the development of the Status Report on the National Education System (RESEN) and the Diagnostic Study of the Teacher Issue in Madagascar (UNESCO, 2016b). The Teacher Policy was formulated as part of the PSE, and existing policies, legal frameworks and acts, as well as research and study reports, all contributed to its framing (MESUPRES, 2017a, 2017b) (Table 17).

Table 17. National policies in Madagascar mapped to the Guide and teacher dimensions

National policies, plans and official documents	Content	Mapping to the Guide
Education Sector Plan (PSE, 2018–2022)	Education sector policy including an attempt to improve teaching and learning conditions and establish a well-trained supervisory body to enhance motivation and quality.	Teacher policy, vision or mission statement and objectives in a larger education context
Teacher policy Madagascar (MESUPRES, 2017)	Detailed new teacher policy document.	Covers all nine teacher dimensions
Status Report on National Education System (RESEN, 2004–2014)	Presents a detailed diagnosis of the country's education system. It helps decision-makers to know the strengths and weaknesses of the system, monitor progress and define the best options for education policies.	Teacher policy, vision or mission statement and objectives in a larger education and socio-economic context
National Development Plan (PND, 2015–2019)	Aimed at developing each citizen through the creation of healthy, well-educated and resilient human capital.	Larger socio-economic context of teacher policy, vision or mission statement and objectives
Diagnostic Study of the Teacher Issue in Madagascar (TTISSA, April 2016)	A holistic diagnosis for the construction of a consensual and sustainable teacher policy.	All dimensions, in particular teacher education – initial and continuing (Data)



Policy process: Madagascar's teacher policy has been completed. The policy process was inclusive and participatory. Involvement was as comprehensive as possible and incorporated all education and training sub-sectors including the Ministry of National Education, the Ministry of Technical and Vocational Education and Training, and the Ministry of Higher Education and Scientific Research. It also involved the Ministry of Finance and Labour. The teams in charge of developing the teacher policy all benefited from the funding and advice of the TTF and UNESCO's CapED programme. The NTI project offered additional support at the stocktaking phase and during diagnostic report drafting. Other international and national experts offered technical support.

Implementation of the policy has begun, in collaboration with the World Bank. However, implementation remains on a small scale, focusing on teacher recruitment, education and deployment. Key national players are optimistic about implementation through state funding, but technical and financial support from education partners will be required to fulfil the ambitions of the policy.



Policy content: All nine dimensions proposed by the Guide are included. Each dimension has been included as a strategic axis to which a policy objective is assigned with policy options defined. The policy context was based on the PSE and an updated RESEN.

4.7 Malawi

Country overview:

Income level	Low-income
Human development	Low (HDI value 0.512 in 2021; 169/191 countries)
Wealth Inequality	Medium (Gini index 38.5 in 2019)

Overview of education and teacher education system: The education system in Malawi consists of three years pre-primary and eight years of primary education. This is followed by four years of secondary education made up of two years of junior secondary and two years of senior secondary education. There are also technical and vocational programmes and tertiary programmes. Malawi's population distribution poses many challenges for the education system: although 83% of the population live in rural areas, the country has one of the highest population densities in the world. Teacher deployment is a particular concern, and pupil–trained teacher ratios are higher than 60:1 on average in the country in primary and secondary education. Dropout rates are also a major challenge. The completion rate in primary education is only 48% and 23% in lower secondary education (UNESCO-UIS, 2022b). The literacy rate of those over 15 years old is only 62% (UNESCO-UIS, 2022b) and only 11% of the labour force is skilled.

Teacher training to teach at the primary level requires a minimum of two years after completing upper secondary education. The teaching qualification achieved is considered equivalent to a post-secondary non-tertiary level diploma (UNESCO-UIS, 2022a).

Table 18. Education system and teacher statistics in Malawi according to ISCED, 2021 or latest year available

	Education system (General orientation)		Teacher statistics			
	Theoretical age of entry	Theoretical duration in years	Number of teachers	Percentage of female teachers	Percentage trained according to minimum required qualifications	Pupil-trained teacher ratio
Pre-primary	3	3	...	...	...	...
Primary	6	6	83,431	45	...	...
Combined lower and upper Secondary	12	6	14,528	24	...	...
Lower secondary	12	4	...	...	...	...
Upper secondary	16	2	...	...	...	...

Data source: UNESCO-UIS, 2022b. Accessed 1 November 2022.



Note: The education system shown above for Malawi has been converted from the national system to ISCED for international comparison. Primary education in Malawi is 8 grades followed by 2 years of junior secondary and 2 years of senior secondary education.

For teachers, the focus has been on a mandatory CPD framework to renew licensing and develop career progression. Several development partners have led teacher education initiatives, notably UNICEF. These initiatives suffer however from a lack of coordination in implementation. A number of national policies related to teachers in Malawi exist as shown (Table 19).

Table 19. National policies in Malawi mapped to the Guide and teacher dimensions

National policies, plans and official documents	Content	Mapping to the Guide
Framework for CPD (2018)	Outlines a CPD framework linked to teacher career progression.	Teacher education – initial and continuing
Education Act, Section 62 (2013)	Licensing of teachers.	School governance
Education Sector Plan (2008–2017)	Identifies teacher education as a critical issue for teachers.	Teacher education – initial and continuing (teachers as key to quality education)
Beginning of the review of secondary school curriculum (2001, 2009)	Considers the need for student-centred teaching and professional development for educators.	Teacher education – initial and continuing (secondary school curriculum and teacher professional development)



Policy process: Malawi is in the process of gathering data, identifying existing gaps and developing a comprehensive national teacher policy. So far, initial steps have included thorough involvement of different stakeholders and teachers in consultations, meetings, workshops and mapping activities.

However, no detailed structure or process has yet been established.

The steering committee and technical committee are in charge of developing a teacher policy. The overall coordinating structure is the steering committee, comprising about twenty team members from the Ministry of Education, development partners, a local education committee, teachers’ unions, civil society organizations and teacher education institutions. The technical committee’s members come from the same organizations, as well as from some other teacher training institutions, civil society organizations, teacher unions and the Secondary School Headteachers’ Association (MASSHA). The technical committee is chaired by the Directorate of Teacher Education and Development (DTED). The technical committee meets with the steering committee frequently and reports issues for approval by the steering committee.

The policy development process has been further enriched and supported through teacher conferences and social dialogue meetings in the country’s different sub-regions. These gatherings updated participants on the overall development process and then collected input and feedback. Another innovation was establishing a core team within the technical committee that provided technical support for specific dimensions and made visits to teacher training institutions to share draft policy contents with critical players in the implementation process.



Policy content: The policy content is still being defined, but according to the UNESCO NPO, the policy must in particular address issues of teacher governance and teacher management such as recruitment, deployment and motivation.



Use of the Guide: In Malawi, the summary Guide was consulted in early stages and the full version was used upon publication for ongoing policy development work.

4.8 Togo

Country overview:

Income level	Low-income
Human development	Low (HDI value 0.539 in 2021; 162/191 countries)
Wealth inequality	Medium (Gini index 42.4 in 2018)

Overview of education and teacher education system: Togo's education system is divided into four levels: pre-school (three years); primary (six years); secondary (seven years); and higher education (Hoogeveen and Rossi, 2019). The education system also comprises technical and vocational training at the junior and senior secondary levels as well as literacy training (Table 19).

Over the past decade, teacher unions at all educational levels have called for better living and working conditions. While the number of teachers and students in the public and private sectors has been growing, the education system is characterized by low internal efficiency and a high repetition rate of about 8% in primary education in 2017. The Status Report on the National Education System (RESEN, 2012) indicated that noteworthy progress had been made in the education sector, particularly in terms of school attendance. In 2020, just 1.2 percent of primary-age children were out of school, and 74% of those in primary education completed that level (UNESCO-UIS, 2022). Yet, significant efforts are required to reduce repetition and dropout rates, especially in secondary education, improve learning quality and equity, and ensure effective management of the system.

Teacher training to teach at the primary level requires a minimum of one year after completing upper secondary education. The teaching qualification achieved is considered equivalent to a post-secondary non-tertiary level diploma (UNESCO-UIS, 2022a) (Table 20). Primary teacher attrition rate in 2018 was 2% (UNESCO-UIS, 2022b).

Table 20. Education system and teacher statistics in Togo according to ISCED, 2021 or latest year available

	Education system (General orientation)		Teacher statistics			
	Theoretical age of entry	Theoretical duration in years	Number of teachers	Percentage of female teachers	Percentage trained according to minimum required qualifications	Pupil-trained teacher ratio
Pre-primary	3	3	7,975	92	65	40:1
Primary	6	6	42,250	18	76	51:1
Combined lower and upper Secondary	12	7	32,911	7	34	75:1

	Education system (General orientation)		Teacher statistics			
	Theoretical age of entry	Theoretical duration in years	Number of teachers	Percentage of female teachers	Percentage trained according to minimum required qualifications	Pupil-trained teacher ratio
Lower secondary	12	4	21,794	...	38	76:1
Upper secondary	16	3	11,117	...	28	72:1

Data source: UNESCO-UIS, 2022b. Accessed 1 November 2022.

The education sector is governed by four ministries (Universalia et al., 2019): Ministry of Primary and Secondary Education; Ministry of Technical Education and Professional Training; Ministry of Higher Education and Research; and Ministry of Social Action, Promotion of Women and Literacy. In 2005, Togo developed its first National Action Plan for Education for All with the goal of achieving universal primary education by 2015. Several reforms were introduced, including the elimination of school fees at primary level. An PSE was developed in 2010 and revised in 2020 for the period 2020 to 2030. Though significant progress was made, several setbacks arose while implementing education reforms, including political unrest that led to the suspension of teacher training programmes for a decade (2001–2009) and recurrent teacher strikes (Universalia et al., 2019). Five policies, legal frameworks, legal acts and research and study reports have contributed to framing the teacher policy (Table 21).

Table 21. National policies in Togo mapped to the Guide and teacher dimensions

National policies, plans and official documents	Content	Mapping to the Guide
Education Sector Plan (PSE, 2020–2030)	Aims to improve access, equity and quality of education in Togo, with ambitions dependent on teachers. Four main strategic axes: improving access, equity, quality and governance of education.	A holistic sector vision, mission and objectives covering all teacher policy dimensions
National Teacher Policy (Togo, 2020)	New national teacher policy organised through three strategic axes of efficacy, motivation and professionalism.	Covers all nine dimensions
National Policy for Early Childhood Development (PNDPE, 2018)	Developed according to an integrated approach, the PNDPE takes into account children from birth to 8 years of age.	Teacher education: Early childhood development and pre-primary teacher education
The 2017-005 Act on Higher Education of June 19 (2017)	Laws regarding orientation of higher education and research.	Teacher recruitment (higher education)

National policies, plans and official documents	Content	Mapping to the Guide
The Togolese Constitution (1992)	Article 35 stipulates: 'The State recognizes the right to education of children and creates favourable conditions for this purpose. School is compulsory for children of both sexes up to the age of fifteen (15) years. The State is gradually ensuring free public education.'	Teacher education – initial and continuing Teacher recruitment and retention
The Education Reform Ordinance (1975)	Article 13, on quality of teaching, links to the 'qualification of the teacher' and requires that a 'sound policy for teaching staff be applied'.	Teacher standards



Policy process: Togo has completed all five chapters of its National Teacher Policy document, which covers all education sub-sectors. The policy process was structured through a National Technical Team (ETN) and supported by a national consultant hired by the TTF and UNESCO. The ETN mission was to cover the entire education sector, to be comprehensive, to work with all stakeholders and to stick to the Guide in all five chapters of the policy. Thus, a systemic, inclusive and participatory approach has been adopted at all stages of policy development. Togo's teacher policy was approved in February 2021 by the government of through the Ministers' council. It was then budgeted in two five-year phases of the implementation plan. Planned reforms to teacher training have begun.



Policy content: The policy is aligned with the Guide's nine dimensions. Steered by the principles in the Guide, it was determined that the policy should reflect concern for the quality of teachers, which in turn will translate into greater teacher effectiveness, motivation and professionalism. These three aspects of quality constituted the strategic axes that underpinned the new vision of teachers and educators. The policy also included an additional dimension of teacher representation and social dialogue. The policy chapters incorporate the following:

- Chapter 1 of the policy document describes education and teacher contexts as outlined by various diagnostic studies.
- Chapter 2 analyses the existing policy landscape and legal framework, lays the foundation for the policy document, and gives a vision, guiding principles and orientation in response to the identified gaps.
- Chapter 3 develops policy content around three organizing themes or strategic axes: teacher effectiveness, motivation and professionalism. The content architecture links each of the three themes to several key dimensions, including proposed policy options and priority actions.
- Chapters 4 and 5 cover implementation issues and evidence for costs, organizational support and monitoring and evaluation.

A key challenge concerned the need for additional capacity to develop teacher standards due to difficulties related to terminology and methodological approach. Togo proposed five competency domains as the backbone of its future teacher competency framework: content knowledge; professional knowledge; professional practice; knowledge of the socio-educational context; and professional responsibility.



Use of the Guide: At the outset, the ETN organized a national meeting on the National Teacher Policy, and the policy is aligned with the Guide's nine dimensions. Existing diagnostic studies were also used to inform policy development, along with a white paper on reform from Tunisia, which influenced the structural development of the policy.

4.9 Uganda

Country overview:

Income level	Low-income
Human development	Low (HDI value 0.525 in 2021; 166/191 countries)
Wealth inequality	Medium (Gini index 42.7 in 2019)

Overview of education and teacher education system: The education system in Uganda is structured into four levels: pre-primary education (three years); compulsory primary education (seven years); lower secondary (four years); upper secondary (two years); and tertiary education (UNESCO-UIS, 2020) (Table 21). Management and provision of basic education is largely the responsibility of local governments (Teacher Initiative in Sub-Saharan Africa, TISSA, 2013). Half of Uganda's 31.7 million inhabitants are under age 15 (TISSA, 2013).

Despite 96% net enrolment in primary education, only 35% of pupils remain to the end of primary education (UNESCO-UIS, 2022b). Half of the resources in primary education are invested in children who do not complete the full education cycle (TISSA, 2013, p.25). The expected number of years of schooling in primary and secondary education, 10.4, is almost double the actual mean years of schooling, which is 5.3. These gaps are greater for girls, with mean years of schooling of 4.1, than for boys, at 6.3 years (UNESCO-UIS, 2022b).

Teacher training to teach at the primary level requires a minimum of two year after completing upper secondary education. The teaching qualification achieved is considered equivalent to a post-secondary non-tertiary level diploma (UNESCO-UIS, 2022a). Only 80% of primary teachers are qualified according to minimum qualifications and there are 54 pupils to each trained teacher in primary education (Table 22). The teacher education system in Uganda offers pre-service and in-service training opportunities for general, technical and vocational levels and streams. Teacher training is delivered by public and private institutions: primary teacher colleges, national teacher colleges, instructor training colleges, and health tutors' colleges and universities (TISSA, 2013). Administration of teacher education is the responsibility of the Teacher Instructor Education and the Training Departments of MOES and of Kyambogo University.

Table 22. Education system and teacher statistics in Uganda according to ISCED, 2021 or latest year available

	Education system (General orientation)		Teacher statistics			
	Theoretical age of entry	Theoretical duration in years	Number of teachers	Percentage of female teachers	Percentage trained according to minimum required qualifications	Pupil-trained teacher ratio
Pre-primary	3	3	27,641	86	60	37:1
Primary	6	7	207,238	43	80	54:1
Combined lower and upper Secondary	13	6	70,012	25	84	25:1

	Education system (General orientation)		Teacher statistics			
	Theoretical age of entry	Theoretical duration in years	Number of teachers	Percentage of female teachers	Percentage trained according to minimum required qualifications	Pupil-trained teacher ratio
Lower secondary	13	4	...	...	...	...
Upper secondary	17	2	...	...	...	...

Data source: UNESCO-UIS, 2022b. Accessed 1 November 2022.

The Ugandan education system has been administered by local governments since its decentralization in 1998. The Ministry of Education and Sports (MOES) is in charge of policy formulation and maintenance of standards through teacher training, curriculum development and examination (TISSA, 2013, p. 19). The government's expenditure on the education sector is around 2.3% of GDP (UNESCO-UIS, 2020) despite its commitment to spend 6%, as reiterated in the Muscat Agreement in 2014 (Ministry of Education and Sports and UNESCO, 2019, p. 14).

Uganda has acknowledged the vital role that teachers must play in addressing these challenges, achieving student outcomes and ensuring quality education (Table 23). Teachers' centrality is acknowledged by MOES: the ministry is the 'largest formal employer of graduated labour' (Ministry of Education and Sports, Republic of Uganda, 2019) and 80% of the education budget is invested in teacher salaries (TISSA, 2013). Teachers are seen as the main factor affecting quality education and are noted as a critical investment for the education sector in the comprehensive National Teacher Policy approved by the Cabinet in April 2019.

Table 23. National policies in Uganda mapped to the Guide and teacher dimensions

National policies, plans and official documents	Content	Mapping to the Guide
Country mapping report of the Teacher Instruction Education and Training (2019)	NTI country mapping that includes recommendations.	Teacher education – initial and continuing
National Teacher Policy (approved April 2019)	Comprehensive teacher policy.	All nine teacher dimensions
Ministry of Education Strategic Plan (2017-2021)	Acknowledges the importance of a teacher policy and framework for addressing teacher issues.	Larger socio-economic context of teacher policy, vision or mission statement and objectives
National Teacher Policy (Draft, 2016)	Establishment of (a) National Teacher Council to regulate teachers and teaching and (b) the Uganda National Institute of Teacher Education (UNITE).	Teacher education – initial and continuing Teacher accountability

National policies, plans and official documents	Content	Mapping to the Guide
TTISSA (2013)	Consultation of teachers to design a feasible and effective teacher policy.	All teacher dimensions (data)
SABER country report (2012)	Overview of teacher policies.	All teacher dimensions (data)
Minimum standards for school infrastructure (2010)	Regulations for school infrastructure.	Teachers' employment and working conditions
Public Service Standing Orders (2010)	Provides for public teaching staff allowances and benefits. Includes retirement benefits, medical benefits, hardship allowances, travel allowances and death gratuity.	Teachers' employment and working conditions Teacher reward and remuneration
Education Act (2008)	Registration and licensing of teachers.	Teacher recruitment and retention
Change of Education Sector Strategic Plan (2007)	One point added in the sector plan focused on teachers.	Larger education sector context of teacher policy, vision or mission statement and objectives
Employment Act (2006)	30 days of annual leave for teachers (country mapping).	Teachers' employment and working conditions
Education Service Act (2002)	Defines teachers and education in service. No register of teachers.	Teachers' employment and working conditions
Teaching Service Commission [amendment] Regulations Statutory Instrument 12/1996 (Section on Teachers Code of Conduct)	Definition of professional standards for teachers.	Teacher standards
Government White Paper on Education (1992)	To professionalize the teacher profession.	Teacher education
Teacher Development Management System (TDMS) programme (1990)	Teacher professional development.	Teacher education



Policy process: The process of developing a teacher policy began in 2013 after the TTISSA consultation involving various national and international stakeholders. Since 1990, the Ugandan education system has included many policies supporting the key role of teachers, on such aspects as registration, licensing, working conditions, school infrastructure and professional development. The central role of teachers was established in the 1992 Government White Paper on Education which noted that 'No country can be better than the quality of its education system; and no education system can be better than the quality of its teachers' (Uganda, 1992).

The process involved a broad set of actors including teachers, teacher unions and associations, ministries, departments and agencies of both public and private sectors, as well as other stakeholders.

The development of the final comprehensive teacher policy included nine main phases:

1. The TTISSA diagnosis
2. The creation of a technical team
3. Development of a guiding framework with UNESCO and IICBA support
4. Identification of thematic areas and formation of sub-groups based on the nine dimensions in the Guide, and presentation of the data to the technical committee
5. Consultation with stakeholders
6. Assessment of the impact of each phase
7. Development of the implementation plan, which included related costs
8. Regulatory impact assessment
9. Approval of the policy document

The next steps for the policy included wide regional dissemination to all teachers and other stakeholders, followed by the beginning of implementation. The policy has a costed implementation plan, but funds are insufficient to implement it fully. A phased approach will therefore be used, depending on available funds.



Policy content: The national teacher policy offers a framework to professionalize and standardize the teaching profession and enhance the development and management of teachers in the country. Its vision is underpinned by the aim to transform the teaching profession and learning environment to help build a skilled and globally competitive human resource.

The policy focuses on four critical points:

1. Standards and qualifications aligned with the four pillars recommended to the International Commission on Education for the Twenty-first Century: learning to know; learning to do; learning to live together; and learning to be (UNESCO, 1996)
2. Pre- and in-service training adapted to contextual needs
3. Teacher management and professionalization
4. Cross-cutting issues, including ICT, gender, HIV/AIDS, special needs education, the environment and human rights

The policy also acknowledges the importance of teachers in delivering education values beyond academic goals, defined as a 6C set: curiosity, concentration, creativity, confidence, collaboration and competence.



Use of the Guide and other resources: The Guide was used throughout the process, and the stakeholders found it easy to use, practical and contextually relevant, covering all relevant aspects of teacher policy. However, Uganda highlighted some other dimensions that could be developed in detail in the Guide: teacher policy standards, guidelines and procedures; job satisfaction and motivation; and regulatory impact assessment. The process also depended on the TTISSA diagnostic study and a guiding framework developed with the support of UNESCO and IICBA.

Part 5. Key findings and recommendations

5.1 Key findings

Using the Teacher Policy Development Guide, six out of the nine countries reviewed in this report have completed the teacher policy development process. Of these, two countries – Benin and Ghana – still have their teacher policies pending final approval, while in Burkina Faso, Madagascar, Togo and Uganda, the policies have been fully approved by the Government and are now being implemented. The policies in Guinea, Lesotho and Malawi are still in development. In all three countries, the necessary structures and mechanisms for producing a policy have been established. Moreover, current teacher-related policy documents have been mapped against the Teacher Policy Development Guide dimensions to identify potential resources and gaps, which will better inform the development of new holistic and comprehensive teacher policies aligned to current national priorities.

Process of developing policy

In all nine countries, attempts were made to involve all stakeholders in teacher policy development in a transparent manner. Along with national education authorities and teacher or public service commissions with responsibility for teacher policy, stakeholders included:

- Teacher unions and other teacher representatives, including teachers' associations
- Professional bodies such as teacher professional councils, or joint bargaining forums that include unions and government
- Head teachers/principals and their associations
- Teacher training institutions such as teacher training colleges and university faculties of education
- Learners' and students' associations
- Parents, parent-teacher associations and school management committees
- Private education providers
- Local civil society organizations
- International development partners, including UN agencies, bilateral development agencies, civil society organizations, faith-based organizations and others

The actual makeup of education stakeholder groups involved in teacher policy development processes varied by country. The process of policy dialogue largely took place through country-level policy workshops and team meetings. The frequency and participation of stakeholders in workshops and meetings also differed between countries. Although efforts to engage all stakeholders were evident, some stakeholders reported that effective policy dialogue to inform developing a new teacher policy was time-consuming, even though they believed consultation was essential to successfully develop the policy and implement it. Country experiences also suggest that commitment at government level is essential to ensure policy dialogue takes place.

All countries also acknowledged the importance of social dialogue⁷ to involve teachers and their representatives in the consultations and negotiations to inform policy development. But although structures and procedures to encourage social dialogue do exist, there are concerns about how effective they are in ensuring robust teacher participation. There was the perception that more effort should be made to incorporate teachers and unions, since they are among the critical front-line actors in implementing teacher policy.

⁷ Social dialogue is defined by the ILO as including all types of negotiation, consultation or simply exchange of information between, or among, representatives of governments, employers and workers, on issues of common interest relating to economic and social policy.

International development partners also play a vital role in supporting national policy development processes through financial support and technical expertise. In Ghana, for example, alongside the NTI multi-partner cooperation framework, international development partner assistance was perceived to be steered strongly by national-level policy actors and determined by nationally identified priorities. Elsewhere some countries reported that financial and technical support from external partners could be improved to strengthen the teacher policy development processes.

Content of national teacher policies

Vision: Countries that developed teacher policies linked the policy's vision and strategy to the overall education policy/plan and social and macroeconomic development framework. However, it was not always clear how these visions reflected the principles of the Guide, including quality, equity, transparency, inclusion, effectiveness, motivation and social justice.

Dimensions: Across all countries reviewed, teacher policy content covered the nine dimensions included in the Guide: teacher recruitment and retention; teacher education (initial and continuing); deployment; career structures/paths; teacher employment and working conditions; teacher reward and remuneration; teacher standards; teacher accountability; and school governance. In a number of countries, including Benin, Guinea and Togo, policy-makers aimed to cluster these nine policy dimensions within a smaller number of broad themes or strategic axes to develop a structure reflecting national priorities and underlying principles.

A clear commitment to including the voices of teachers and their representatives was evident in all policies. This was particularly true in about half of the countries under examination, including Benin, Ghana, Guinea and Togo that developed an additional dimension on social dialogue in their policy.

Challenges: While some countries structured the various dimensions of teacher policy across a smaller number of broader themes or strategic axes, the principles that underpinned the policy, its structure and content were not always explicit in the strategies and options proposed. More attention is also needed to ensure policy visions are articulated in implementable strategies.

The Guide was perceived to contain some content gaps, which led countries to develop additional dimensions for their national comprehensive teacher policies. While issues of equity, especially related to gender, need to be better addressed across teacher policy, only Ghana added a dimension on social inclusion to cover gender equality and inclusivity. Moreover, while all countries recognized the centrality of teachers and developed structures to ensure their input, only Benin placed the pedagogical autonomy of teachers as central to the quality of teaching in their policy through an additional dimension. Reflecting this, most countries suggested the Guide could be updated to include more recent literature. Countries also expressed a desire for more country examples of teacher policies.

Finally, a key challenge concerned the need for adequate capacity and backstopping due to difficulties related to terminology and the overall methodological approach. This issue was partly addressed through the support of technical expertise from international and local experts working together on the clarification of terms and agreeing on the best approach moving forward.

Implementation: Countries that have developed policies have addressed several of the implementation issues covered in the Guide to some extent, but gaps remain on financing, capacity, monitoring and evaluation.

How the Guide was used

All countries that were part of the review used the Guide in draft, full or summary version. It served as a valuable resource for countries developing a national teacher policy. In general, the Guide was found to be comprehensive, practical, easy to use and relevant. However, its use varied, with all countries adapting and modifying it to suit local conditions. Some chose to cluster the nine dimensions around selected themes or strategic axes, and some prioritized certain dimensions. Three of four NTI countries, Ghana, Malawi and Uganda, worked particularly closely with the Guide.

Despite recognizing the Guide as a useful resource for developing national teacher policy, all countries felt it should be improved. Suggestions depended on countries' needs, but one key recommendation was to expand the Guide to include new dimensions, such as inclusivity, social dialogue and teacher autonomy.

The use of the Guide was complemented by other reports and resources, including:

- *Teaching Policies and Learning Outcomes in Sub-Saharan Africa: Issues and options* (both the complete version and the summary) by IICBA (UNESCO-IICBA, 2016) – a publication based on the TTF Guide, but adapted to the African context
- Teacher Training Initiative for Sub-Saharan Africa (TTISSA) Reports (UNESCO-IIEP, 2010), which were an output of a UNESCO high-level ten-year initiative to improve the quantity and quality of teaching in sub-Saharan Africa
- *What Matters Most for Teacher Policies: A Framework Paper* by the World Bank's Systems Approach for Better Education Results (SABER) (World Bank, 2013) that shapes the analysis of teacher policies to support informed education policy decision-making
- Status Report on National Education System (RESEN) as a diagnostic tool, developed by the World Bank in Guinea and Madagascar
- NTI country mappings, used in participating countries to identify national priorities
- Education Sector Plans

Support from partners

All countries received assistance from development partners, international and national consultants and other stakeholders. The main types of support provided were financial and technical expertise, including international experts who supported national steering committees and technical committees by advising during the teacher policy development process. For countries that implemented the NTI project, UNESCO NPOs who were well versed in education policy and had links to the Ministry of Education provided guidance. The TTF also played a role in advising and accompanying national governments through its consultative structures and mechanisms, including regional and thematic forums for knowledge creation and sharing. As members of the TTF, each country has a NFP and deputies who act as liaison for TTF to provide further support and technical advice and who communicate about various policy learning activities developed by the TTF, UNESCO and other relevant partners.

Another important means of support came in the form of resources, which included various knowledge products from the TTF, UNESCO entities such as IICBA and other development partners including EI, GIZ and UNICEF.

5.2 Recommendations

To realize a high-quality teaching workforce and accelerate progress towards achieving SDG 4 and its targets, particularly Target 4.c, countries need suitably qualified, highly motivated and well-supported teachers. To achieve this goal, deliberate and well-crafted policy choices, carefully implemented over time, are vital. The first step is the development of holistic and comprehensive teacher policies.

Putting these recommendations into practice will require political will and the full commitment of everyone involved, especially national governments – they are in the driving seat – as well as teachers and their elected union representatives, local organizations and institutions, and development partners. This section provides broad recommendations for national governments, development partners and the Teacher Task Force.

For national governments

- Use the Teacher Policy Development Guide's framework including its nine dimensions of teacher policy to develop holistic and comprehensive teacher policies that are aligned to sector-wide policies and plans, national visions and frameworks.
- Conduct a situational analysis of the education sector and teachers, including priorities, challenges, opportunities and related teacher policy documents to identify policy priorities and gaps.
- Assess whether additional dimensions beyond the current scope of the Guide need to be developed based on national education priorities to ensure teacher policies are holistic and comprehensive; consider incorporating a crisis-sensitive teacher component into existing national teacher policies.
- Ensure teacher policy development is evidence-based to successfully address the challenges facing teachers and teaching.
- Clearly define the roles and responsibilities of stakeholders and partners involved, anchoring them within existing institutional structures and mechanisms.
- Ensure participation of all education stakeholders, including government, teacher trainers, teachers, civil society, the private sector, academics, researchers and parents, in all stages of policy formulation, costing, implementation and evaluation to enhance policy dialogue that captures all perspectives.
- Ensure intersectoral cooperation and dialogue between and within government ministries and departments, especially between the education ministry – as lead agency – and the finance ministry and other bodies.
- Develop, embed and strengthen structures and mechanisms of policy dialogue that involve all key stakeholders in a well-planned, deliberate way to ensure policy dialogue is institutionalized, active and meaningful.
- Ensure social dialogue including formal talks and collective bargaining between governments and teacher unions around key issues affecting teachers, within and separate from structured policy dialogue, to ensure teachers' voices are fully incorporated and not overshadowed by broader policy dialogue involving multiple partners.
- Allocate the necessary government structures, institutional capacity, technical experts familiar with teacher policy and financial resources to support effective teacher policy development, implementation, monitoring and evaluation.
- Develop robust and costed implementation plans for national teacher policies.
- Develop monitoring and evaluation frameworks using relevant indicators, baseline and target data, means of verification, data sources and reporting procedures.
- Conduct a regulatory impact assessment to evaluate critically the positive and negative effects of the proposed policy and non-regulatory alternatives.
- Design effective communications plans for the teacher policy to ensure all stakeholders and partners participate in the development process and commit to its implementation.
- Develop realistic timelines for the policy process, bearing in mind that policy dialogue, social dialogue and consultation take time.

For development partners

- Adopt a strategic approach to provide support and advocacy for policy dialogue among all parties involved.
- Provide support within a clear collaboration framework aligned to the vision of the national government.
- Provide support for teacher policy development over an adequate period of time to ensure that consultations are robust.
- Provide national governments with financial support where funding gaps exist, including for consultative workshops, policy dialogue forums and human resources.
- Mobilize local technical expertise during the teacher policy development process to capitalize on local knowledge of the context, supported where appropriate by international technical expertise, to achieve objectives efficiently and reduce delays in completing processes.
- Promote the integration of current national-level teacher issues within local education group forums to ensure a common consensus and policy approach, and to address sustainable funding for teacher policy development and their operationalization.

For the Teacher Task Force and UNESCO

- Strengthen the coordination role to bring together development partners and various experts to provide technical and financial support for national teacher policy development, implementation, monitoring and evaluation processes where gaps and needs exist.
- Expand the content of the full version of the Guide by mainstreaming cross-cutting themes or developing new standalone dimensions, based on those identified by countries in their policy development work, including; gender and inclusion; ICT in education; emergency and crisis education; translating social dialogue into policy; and teacher autonomy. Costing could also be included.
- Provide more concrete country examples in the Guide showing how the dimensions can be translated into a policy text.
- Develop a methodological toolkit to accompany the Guide that outlines the step-by-step processes of policy development, implementation and monitoring to further support countries.
- Identify and develop new mechanisms to make it easier for countries to share knowledge and lessons learned related to teacher policy, such as online portals or platforms, including the Teacher Task Force Knowledge Platform and Hub and various policy dialogue forums and other meetings and workshops.

Appendix 1: Review of national teacher policy development survey

This survey was sent to all TTF NFPs and to everyone involved in developing teacher policy. The first section focused on the policy process, challenges, resources, participation of various actors and TTF support. The second section focused on how the Guide was used, how useful it was, which sections were more and less relevant, and which areas could be improved. Both sections had open questions allowing the respondents to supply additional insights. At least one person per country involved in the study completed the survey.

Please indicate your view of the process leading to the teacher policy in your country and your view of the Teacher Policy Development Guide by ticking the appropriate boxes below. There are two sections to complete and two open questions for your comments.

Section one: Teacher policy development process

		Strongly agree	Agree	Dis-agree	Strongly disagree	Not applicable/ Not known
1.	The Teacher Policy development process is inclusive.					
2.	The Teacher Policy development process is transparent.					
3.	All stakeholders were able to meaningfully input into the development of the Teacher Policy.					
4.	The Teacher Policy that has/is being developed is likely to be successfully implemented in my context.					
5.	We received strong support from external partners in the development of the Teacher Policy.					
6.	We received strong support from the Teacher Task Force (TTF)/Norwegian Teacher Initiative (NTI) in the development of the Teacher Policy.					

		Strongly agree	Agree	Dis-agree	Strongly disagree	Not applicable/ Not known
7.	The Teacher Development Policy Guide is practical and easy to use.					
8.	The Guide reflects an equity focus, including with regard to gender, and socio-economic status.					
9.	The Guide covers all the key aspects related to developing a Teacher Policy.					
10.	The Guide is relevant to developing a Teacher Policy in my context.					
11.	The Guide is easy to use.					
12.	The Guide would benefit from more country examples of teacher policies.					
13.	The Guide needs to be updated to include more recent literature.					

Open-ended comment: What do you think could be changed to make the Teacher Policy Development process more inclusive?

Section Two: Teacher Policy Development Policy Guide

Open-ended comment: What do you think were the most crucial teacher policy dimensions developed by the Guide? Could anything be added to or changed in the Guide to render it more relevant to your context?

Thank you for completing the survey!

Appendix 2: Interview schedule

The research team interviewed several key people involved in the teacher policy process in each country. These included the TTF NFPs and policy-makers from ministries of education and other line ministries, UNESCO National project officers and representatives from teacher unions. The primary aim of the interviews was to gather detailed information about the policy process and use of the Guide. All interviews, which were conducted by phone, online or in person, lasted 45 to 60 minutes and were recorded.

Interview questions

1. Can you explain your role, and particularly how you are involved in the development of the teacher policy in your country?
2. What background research/study and information were used in development of the national teacher policy?
 - a. How did this information inform the teacher policy?
 - b. Did you commission any background research/study? Who carried this out?
3. What is the process the country has followed in the development of the teacher policy?
 - a. Who was involved and why were they selected? Were any actors not included and why?
 - b. What structures and processes did you put in place in development of the teacher policy?
 - c. What are the challenges which you have identified in this process? How did you overcome these challenges?
4. Can you briefly describe the teacher policy in the country?
 - a. What is the vision that underpins this policy?
 - b. Which dimensions are covered in the teacher policy?
 - c. What other teacher policies are in the country? How do they relate to the teacher policy?
 - d. What other public policies are in the country? How do they relate to the teacher policy?
5. Can you briefly explain the use of the Teacher Policy Development Guide in national teacher policy development?
 - a. How did you domesticate it (or adapt it) for use?
 - b. What did you find most useful?
 - c. What do you find least useful?
 - d. What improvement would you like to see in the guide?
 - e. What other resources did you use in informing the teacher policy?
6. What support did you receive from within the country or from international organizations in developing the teacher policy?
 - a. What was the role of the TTF/NTI in this process?
 - b. Did you receive support from external technical experts? Who were they? What is your view of the support they provided?
7. What are the next steps in taking forward the teacher policy?
 - a. How do you plan to implement the policy?
 - b. What are the resource requirements for implementing the policy?
 - c. What support is necessary for you to implement the policy?
8. What are the one or two things that you would like to see changed/improved/addressed in the Teacher Policy as it stands now?
9. What else do you wish to share about the Teacher Policy in your country?
10. If applicable, could you share any other documented resource on the development of the teacher policy in your country?

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Supporting teachers through policy development

Lessons from sub-Saharan Africa

Teachers are the most important school-level factor contributing to quality education. However, an estimated 69 million additional teachers are needed globally to meet the Sustainable Development Goal's target 4.c to increase the supply of qualified teachers, especially in low-income contexts, and to fulfil the Education 2030 Agenda.

The development of holistic and comprehensive teacher policies supporting a coordinated management of the teacher workforce is an important step to ensure countries can deliver on the promise of quality education. Based on this understanding and to assist national decision-makers and education officials, the Teacher Task Force and UNESCO developed the Teacher Policy Development Guide.

This publication shares the experience of nine sub-Saharan African countries which used the Guide. It contains new insights and lessons on key processes, content, structure and support that are needed to develop teacher policies that respond to national goals and are aligned with wider policy frameworks.

The publication provides recommendations for national decision-makers and development partners on how they can better support teacher policy development, including on how the Teacher Policy Development Guide itself can be further developed to meet evolving needs.

