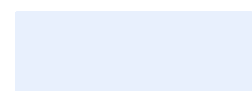


***Strengthening multi-partner cooperation to  
support teacher policy and improve learning'***  
**project evaluation**

Final Report, 8 October 2021



**CONTENTS**

---

**Executive summary ..... 7**

1.1. Overview of the evaluation ..... 7

1.2. Key findings and conclusions ..... 7

    1.2.1. Relevance ..... 7

    1.2.2. Efficiency ..... 7

    1.2.3. Effectiveness ..... 8

    1.2.4. Impact ..... 8

    1.2.5. Sustainability ..... 8

1.3. Conclusions ..... 8

1.4. Recommendations ..... 9

    1.4.1. General recommendations ..... 9

    1.4.2. Recommendations towards the Theory of Change for multi-partner cooperation ..... 10

    1.4.3. Recommendations for the continuation of the partnership ..... 10

**2. Introduction ..... 11**

**3. Background and content of the NTI project ..... 12**

**4. Methodological approach ..... 15**

4.1. Overall approach and scope of the evaluation ..... 15

4.2. Project intervention logic ..... 15

4.3. Data collection methodologies ..... 16

    4.3.1. Global-level interviews ..... 17

    4.3.2. National-level interviews ..... 17

    4.3.3. Survey ..... 18

    4.3.4. Stakeholders focus group ..... 18

    4.3.5. Final project workshop ..... 18

    4.3.6. Data analysis ..... 18

4.4. Challenges and limitations ..... 19

**5. Key findings ..... 20**

5.1. Relevance ..... 20

5.1.1.	Relevance of the project partners involved .....	20
5.1.2.	Project relevance towards meeting aspects of SDG 4.c.....	22
5.1.3.	Relevance for the partner countries .....	23
5.2.	Efficiency.....	25
5.2.1.	Efficient project management .....	25
5.2.2.	Efficient collaboration .....	26
5.2.3.	Financial resources .....	29
5.2.4.	Human resources.....	33
5.2.5.	Time allocation and timeline implementation.....	35
5.3.	Effectiveness .....	37
5.3.1.	Achievement of the project objective at <u>global level</u> : improved coordination among partner organizations.....	38
5.3.2.	Achievement of the project objectives at <u>national level</u> : improved coordination among partner organizations.....	41
5.3.3.	Achievement of project objectives at <u>national level</u> : strengthened national teacher policies 47	
5.3.4.	Enhanced capacity of stakeholders.....	53
5.4.	Likelihood of impact .....	54
5.4.1.	Expected impact.....	55
5.4.2.	Enablers and barriers.....	56
5.5.	Sustainability.....	57
5.5.1.	Sustainability at global level .....	58
5.5.2.	Sustainability at national level .....	59
<b>6.</b>	<b>Conclusions and lessons learned .....</b>	<b>65</b>
6.1.	Global conclusions.....	65
6.2.	National conclusions.....	66
<b>7.</b>	<b>Recommendations.....</b>	<b>68</b>
7.1.	General recommendations .....	68
7.2.	Recommendations towards the Theory of Change for multi-partner cooperation.....	70
7.3.	Recommendations for continuation of the partnership.....	71

**Annex 1. Timeline ..... 73**

**Annex 2. Project management ..... 75**

Project management ..... 75

Project implementation ..... 78

**LIST OF FIGURES**

Figure 1. Project intervention logic.....16

Figure 2. 'To what extent does the division of tasks under the project...?' in % (N=7)..... 21

Figure 3. Share of global partners who found the project relevant for the following global challenges, in % (N=7)..... 22

Figure 4. Share of global partners who found the project relevant for the specific needs of the partner countries. In % (N=7).....23

Figure 5. Share of national stakeholders who found the following activities relevant for the specific needs of their country. in % (N=21) ..... 24

Figure 6. Share of global partners who found collaboration with national partners effective or ineffective %, N=7..... 28

Figure 7. Overview of the distribution of funds among partners .....30

Figure 8. Share of global partners who perceived the financial resources as sufficient or insufficient..... 31

Figure 9. Share of National-level project staff who perceived national resources as sufficient or insufficient. IN % (N=9).....32

Figure 10. Share of Global-level Survey respondents who found human resources at the global level sufficient or insufficient. in % (n=7)..... 33

Figure 11. Share of national-level project staff who found human resources on the national level sufficient or insufficient. in % (N=9).....34

Figure 12. Share OF GLOBAL PARTNERS who found the timescale for global-level activities sufficient or insufficient. IN % (N=7) .....36

Figure 13. Share of National stakeholders' views who found the timescale at national-level sufficient or insufficient. in % (n=21)..... 37

Figure 14. Share of global partners identifying the following barriers to the project implementation. in % (N=7) .....41

Figure 15. Share of national stakeholders who consider that outcome one has been achieved. In % (N=21) ....43

Figure 16. Share of global partners who found the project effective for the development of partnerships on the national level. in % (N=7).....43

Figure 17. Share of National stakeholders who found that the following activities brought positive results in their country. in % (N=21) ..... 51

Figure 18. Share of National stakeholders identifying the following barriers to the project implementation. In % (N=21)..... 53

Figure 19. Share of national stakeholders who agreed or disagreed with the following statements on project results. in % (N=21)..... 55

Figure 20. Share of global partners who agreed or disagreed that the following enablers are in place to sustain the partnership after the project ends. in % (N=7) .....59

Figure 21. Share of national stakeholders who believe that stakeholders will continue the following activities after the project ends. in % (N=21) ..... 60

Figure 22. Share of national stakeholders who agree or disagree that the following factors will contribute to the project's sustainability. In % (N=21).....61

Figure 23. Share of national stakeholders who agree or disagree that the following factors will hinder the project's sustainability in % (N=21).....63

**LIST OF TABLES**

Table 1. Achievement of targets related to outcome 1 at the global level .....38

Table 2. Achievement of targets relating to outcome 1 at national level..... 42

Table 3. Achievement of targets related to outcome 2 .....47

Table 4. Project timeline ..... 73

Table 5. Distribution of project funds ..... 75

Table 6. Project phases and adjustments ..... 77  
Table 7. Roles and contributions of partner organizations ..... 78

# Executive summary

---

## 1.1. Overview of the evaluation

This evaluation report presents the findings of the independent Final Evaluation of the Norad-funded project ‘Strengthening multi-partner cooperation to support teacher policy and improve learning. The project, which comprises seven partner organizations (UNESCO, UNICEF, the UNHCR, ILO, GPE, EI and the World Bank) and four participating countries (Burkina Faso, Ghana, Malawi and Uganda), envisaged two strategic outcomes: First, the project focused on improving coordination among partner organizations involved in setting teacher policies, both at global and at national level. Second, the project sought to support the development of national teacher policies that impact teaching and learning, and contribute to the teacher policy target of Sustainable Development Goal 4.c.

This evaluation assesses the relevance, efficiency, effectiveness, likelihood of impact and sustainability of the project. The report contains recommendations for the partners, to improve similar interventions in the future. The methodology for the evaluation included a review of project documentation; interviews with project partners at a global level; interviews with project staff, beneficiaries and stakeholders in the four countries; a survey; and a final workshop involving the global partners to discuss the partnership’s sustainability.

## 1.2. Key findings and conclusions

### 1.2.1. Relevance

The NTI project was found to be relevant in relation to the organizational priorities, mandates and institutional strategies of the partners. Given that all of the partners had at least some expertise in education and teacher policies, their participation provided added value due to their ability to contribute unique insights. Moreover, the establishment of a cooperation framework allowed each partner to grasp its unique role in the project, and to successfully contribute to the project’s implementation.

At the country level, the project was found to address the main challenges relating to teacher policies and partnerships between governments and teacher stakeholders. Teacher policies in the four countries were either non-existent, limited, or highly fragmented, and cooperation did not previously take place between the government and other stakeholders for the purpose of developing teacher policies. The project therefore addressed a visible gap.

### 1.2.2. Efficiency

Initially, the project encountered some stutters, since the partners needed time to adjust to their roles and responsibilities. This slightly impeded the project’s implementation. However, the situation improved throughout the course of the intervention. Following three timeline extensions, the project led to tangible outputs.

One important challenge was the organization of funding, and the somewhat inefficient distribution of funds throughout the project. While at national level, country teams planned their activities according to the level of funding available, which sufficed for project activities, more funding could have been available to achieve higher level objectives and thus create further impact. The project encountered a similar issue with regard to human resources. While the data show that at national level, human resources were sufficient, at a global level, issues included the inconsistent availability and frequent turnover of Focal Points, and overburdened global partners.

### **1.2.3. Effectiveness**

At a global level, the NTI achieved its aim by bringing coordinated support to the target countries, providing a space to discuss issues relating to teacher policies and the fragmentation of teacher initiatives. However, not all of the partners took part equally or meaningfully in the project and partnership.

At national level, the NTI project focused on two objectives; namely, the creation of multi-partner cooperation toward teacher policies, and the actual development of teacher policies. Despite several hurdles with regard to project efficiency, the countries made substantial progress in establishing partnerships, and developed first drafts of teacher policies under the project.

### **1.2.4. Impact**

National stakeholders showed some uncertainty as to whether the project will achieve its expected impact on teaching and learning outcomes. This strongly depends on the commitment and resources of national authorities to continue working towards the project's long-term objectives. Nevertheless, signs of implementation, such as the dissemination of policies and the establishment of national institutions for teacher policy, were found in the four countries.

### **1.2.5. Sustainability**

The sustainability of project's results, and of the partnership at a global level, are uncertain. This is due to diverging opinions among the partners regarding the cooperation's continuation, stemming from doubts about the sufficiency of resources, as well as a lack of clear positive results at global level that would stimulate continuation. However, initial steps have been taken to facilitate the continuation of the partnership.

National project stakeholders perceive that the project's activities are likely to continue in the future, since teachers' organizations and national authorities have sufficient willingness, capacity, and ownership to maintain their collaboration. However, the lack of resources needs to be addressed to ensure this collaboration continues.

## **1.3. Conclusions**

The development of a global-level partnership to reinforce expertise and unify approaches towards teacher policies was found to be highly relevant. The project sought to address fragmentation in teacher policies by creating an international partnership that would build on the strengths of the participating organizations, with the project's approach aligning with the organizational priorities, strategies,



mandates and projects of most of the organizations. Due to the relevance of the partners, several good examples of cooperation and the use of expertise featured throughout the project's implementation. The lengthy discussions and design period of the project, together with the willingness of partners to continue cooperating on teacher policies, demonstrate clear support for the achievement of SDG 4.c.

Nevertheless, the project's cooperation framework could have been more fleshed-out prior to the commencement of the project, so that all of the partners would have clearly understood their roles and devoted more time to implementing project activities. In terms of resources, the targeting of funds towards national-level activities meant that global coordination lacked sufficient funding. Furthermore, disorganization in the appointment of Focal Points contributed to challenges in establishing meaningful collaboration.

The project revealed the relevance of unifying approaches to teacher policy at national level. Since existing teacher policies in the four target countries faced some critical challenges, the project allowed ministries and teachers' representatives to strengthen their negotiation, research and policy-making skills to develop a teacher policy that can contribute to improvements in education in their respective countries. Furthermore, the development of the cooperation framework throughout the project led to the perception that it would offer great added value in future projects. This is due to the stakeholders and participants realizing the value of including teacher organizations in policy development, due to the benefits of co-design, and the importance of different perspectives and achieving consensus.

However, to ensure a deeper and more lasting impact, the timeline could have included the dissemination and initial implementation of teacher policy, and not only its development. This is because, given the lack of resources, the sustainability of results in terms of policy implementation and cooperation among national-level stakeholders could face crucial barriers. Moreover, failure to involve country-level stakeholders from the start of the project led to a lack of consideration being given to the unique country contexts and the need for the consistent involvement of all national stakeholders. This echoes the feeling of several national stakeholders, who perceived that the project design at the national level did not consider how the new teacher policies would feed into, or align with, each country's overall education sector plans and policies.

## **1.4. Recommendations**

### **1.4.1. General recommendations**

1. Ensure that future projects focusing on the establishment of a partnership have sufficient time allocated to the appointment of organization representatives (e.g. Focal Points), as well as sufficient time to establish the coordination framework with the involvement of all partners.
2. Ensure proper, in-depth knowledge management of the cooperation framework, partnership, communication channels and organizational procedures.
3. Ensure that resources are available (financial, human and time) to support the implementation of policies, laws, frameworks and other national-level documents.
4. Support governments, project partners and other development partners in identifying and allocating resources for the continuation of the partnership frameworks.

#### **1.4.2. Recommendations towards the Theory of Change for multi-partner cooperation**

1. Expand the global-level dimension of the intervention logic by defining additional global-level outputs (or at least additional activities) that support the development and implementation of the cooperation framework.
2. Involve key national stakeholders in the intervention's design logic for the national dimension.
3. Include an additional activity/output at national level, which includes a first step towards policy implementation.

#### **1.4.3. Recommendations for the continuation of the partnership**

1. Ensure that the partnership has a clear framework or foundation on which to build.
2. Identify new opportunities for the partnership.
3. Treat the final NTI Steering Committee meeting as a 'kick-off meeting' for the continuation of the partnership.

## 2. Introduction

---

This report presents the findings of the independent Final Evaluation of the Norad-Funded project ‘Strengthening multi-partner cooperation to support teacher policy and improve learning. The evaluation was commissioned by project lead-partner UNESCO, and was executed by PPMI Group.

The project (also referred to as the Norwegian Teacher Initiative, NTI) was implemented by seven organizations – UNESCO and the International Task Force on Teachers for Education 2030 (TTF); Education International; the Global Partnership for Education; the International Labour Organization (ILO); the United Nations High Commissioner for Refugees (UNHCR); the United Nations Children’s Fund (UNICEF); and the World Bank. It was carried out in Burkina Faso, Ghana, Malawi and Uganda from 2017 to 2021. The final project evaluation commenced in May 2021. A mid-term assessment of the partnership was carried out in 2019.

The current evaluation reviews the achievements of the NTI project in terms of its relevance, efficiency, effectiveness, results, and sustainability. This includes both the activities conducted at a global level and in the four partner countries, with a particular focus on the cooperation framework for collaboration between partner organisations.

This report is based on a review of project documentation, interviews with project partners at a global level, interviews with project staff, beneficiaries and stakeholders in the four countries, a survey, and a final focus group involving country-level stakeholders.

The evaluation report comprises the following chapters and sections:

1. Introduction
2. Background and content of the initiative
3. Methodological approach
4. Key findings:
  - a. Relevance
  - b. Efficiency
  - c. Effectiveness
  - d. Results
  - e. Sustainability
5. Conclusions and lessons learned
6. Recommendations

In each of the chapters, the report differentiates between the various outcomes foreseen under the project, and between global and national-level activities.

### 3. Background and content of the NTI project

---

To achieve Sustainable Development Goal 4 (SDG 4) on *inclusive and equitable quality education and lifelong learning opportunities for all*, it is essential to increase the supply of qualified teachers at global level and to develop their capacity. While various initiatives exist to improve teacher policies and practices, these are often standalone and operate in a siloed manner, limiting their potential impact.<sup>1</sup> Coordination between organizations is therefore vital to ensure that projects build on each other, support synergies, and create long-term impact and sustainability.<sup>2</sup>

In many developing countries, there is a chronic shortage of trained teachers. To achieve universal primary education, the world would need to hire an additional 68.8 million teachers by 2030 – 24.4 million at primary level and 44.4 million at secondary level, according to data from the UNESCO Institute for Statistics (October 2016). In a third of countries for which data are available, less than 75% of existing teachers are trained to national standards. This problem is especially acute in sub-Saharan Africa and South and West Asia.<sup>3</sup>

The Government of Norway announced the launch of a new Norwegian Teacher Initiative at the Oslo Summit in July 2015. The initiative aims to mobilize key global education partners into joint and coordinated action to support teachers and teaching, in order to improving learning. After several consultations among interested partner organizations, and based on a mapping of the partners' teacher-related programmes, draft project proposals were developed and shared with the partners and the Norwegian Agency for Development Cooperation (Norad), the project donor. This initiative pulls together the comparative advantages of the seven cooperating partners for the execution of a commonly defined project:

- Education International (EI)
- The Global Partnership for Education (GPE)
- The International Labour Organization (ILO)
- The UNHCR
- UNICEF
- The World Bank
- UNESCO and the International Task Force on Teachers (TTF)

In July 2017, Norad, on behalf of the donor country, signed the official agreement with UNESCO (as lead project partner) for the implementation of the initiative between 2017 and 2019.<sup>4</sup> The main aim of the NTI was to support the achievement of target c of SDG 4, namely:

---

<sup>1</sup> UNESCO (n.d.) Improving coordination for stronger teacher policies. *UNESCO*. Available at: <https://en.unesco.org/themes/teachers/nti> Accessed 17.03.2021.

<sup>2</sup> Joint Programme Document\_Initial.

<sup>3</sup> NTI project summary.

<sup>4</sup> NTI project summary.

*"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."*<sup>5</sup>

The goal of the NTI project in this regard was to work towards “synergized partner actions on teacher issues to improve the quality of teaching and learning”. The NTI pursued two intermediate outcomes:

1. *Improving coordination among the partner organizations;*
2. *Strengthening national teacher policies that impact teaching and learning, to achieve SDG4.c.*

In addition to involving global partners, the initiative targeted four developing countries in Africa: **Burkina Faso, Ghana, Malawi and Uganda**. The countries were selected through consultations among the partner organizations and the donor, based on the following set of criteria. Namely, at the time of selection, the selected countries:

- a. were in the process of developing, or planning to develop, a well-articulated teacher policy in their national education sector plan, and had a strong political will to implement it;
- b. had invited teachers and their organizations to participate in teacher policy making;
- c. had an active donor coordination mechanism (e.g. Local Education Groups of the Global Partnership for Education, GPE);
- d. had already requested technical support from the International Task Force on Teachers for Education 2030 (TTF) to develop a national teacher policy, or were looking for development work on teacher issues with partner organizations; and
- e. had relevant ongoing programmes with one or more partners of the involved in the initiative.

The stated principles of the NTI approach are to help ensure that any stakeholder actions in relation to teacher development are, first, aligned and harmonised to ensure collective effectiveness and the efficient use of resources; and second, remain under the control and responsibility of the participant countries. At **global and regional levels**, the initiative aimed to promote coordination among bilateral and multilateral agencies, developing countries and key stakeholders from civil society, teachers’ organizations and the private sector, through the deployment of a team of experts who share a common understanding of teachers.<sup>6</sup>

At **country level**, the initiative aimed to foster coordinated support for governments and local stakeholders regarding policies and strategies for teachers. The aim was to improve teaching and learning, advocating and facilitating interactions between different partners’ initiatives and staff working on teacher issues, to ensure coordinated actions in support of SDG 4 overall, and target 4c specifically.<sup>7</sup>

---

<sup>5</sup> UNESCO (2019). Metadata for the global and thematic indicators for the follow-up and review of SDG 4 and Education 2030. Available at: <http://tcg.uis.unesco.org/wp-content/uploads/sites/4/2019/08/sdg4-global-indicators-4.c.pdf> Accessed 17.03.2021.

<sup>6</sup> NTI project summary

<sup>7</sup> NTI project summary

Details of how the project was managed and implemented, as well as the project timeline, can be found in **Annexes 1 and 2**.

## 4. Methodological approach

---

### 4.1. Overall approach and scope of the evaluation

The present assignment evaluates the implementation of the NTI project at global and national levels, and to provide recommendations for the continuation of the partnership and the possible redesign of the multi-partner cooperation framework.

The evaluation assesses the overall execution of the project in terms of its **relevance, effectiveness, efficiency, impact, and sustainability**. In this regard, the evaluation is mostly summative and provides conclusions on the project itself. The results of this evaluation can support education stakeholders in developing effective partnerships to improve teacher training and development, as well as their professional and working conditions, towards equitable and quality education for all. The evaluation therefore also incorporates formative elements.

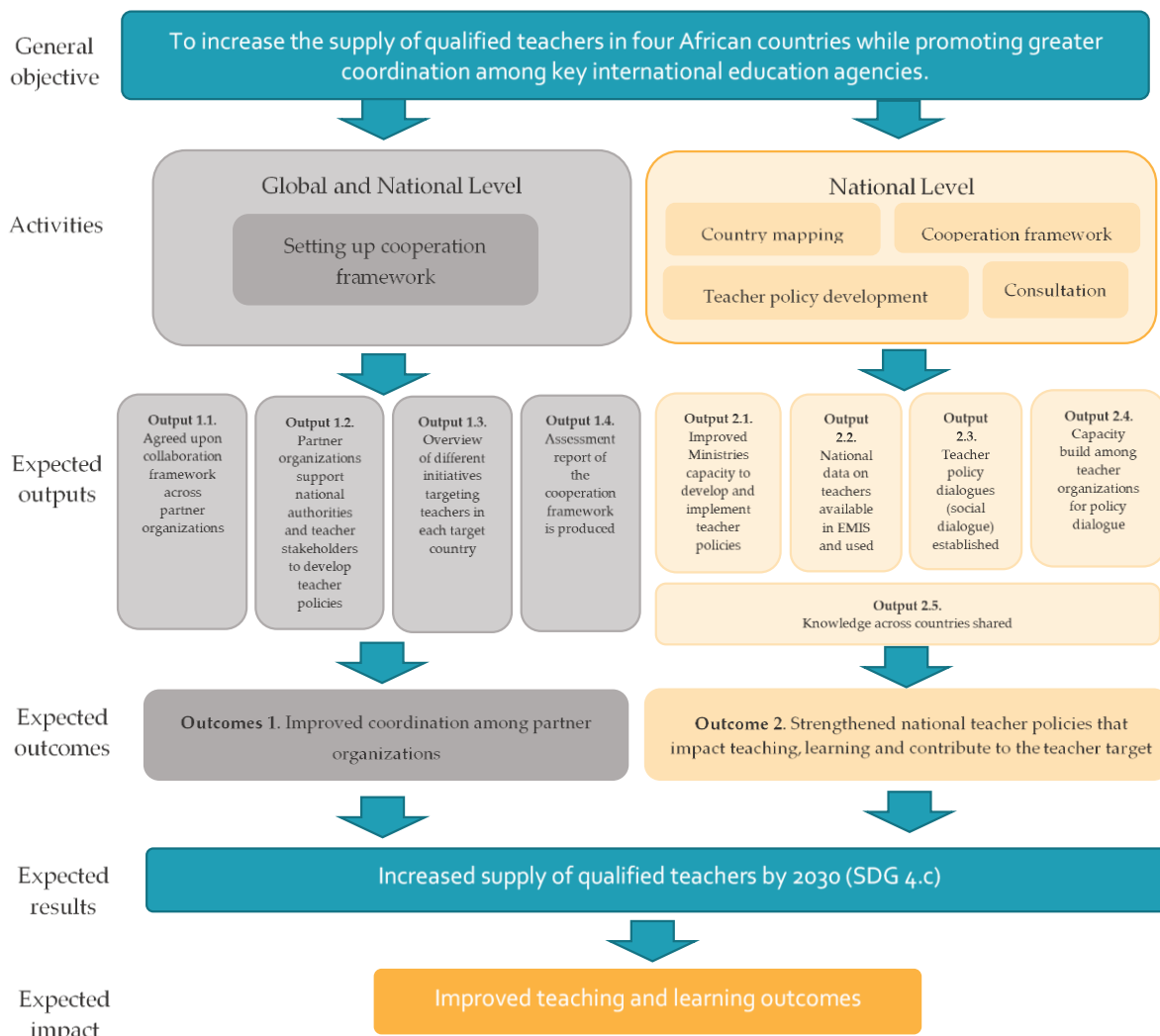
The evaluation covers the entire project period, from 2017 to 2021, and all activities that have been implemented within the project. The evaluation reviews both the global-level project dimension and the national-level project dimensions, as implemented in the four partner countries.

### 4.2. Project intervention logic

To support the evaluation of the project, the research team used the results framework developed for the NTI project. Guided by the intervention logic, the evaluation assesses the **relevance, effectiveness, efficiency, results, and sustainability** toward achieving the project outcomes: improving coordination among partner organizations; strengthening national teacher policies; and, in the longer term, improving children's learning.

The following figure demonstrates how the activities and outputs link to the expected outcomes and impacts.

**FIGURE 1. PROJECT INTERVENTION LOGIC**



### 4.3. Data collection methodologies

The methodology used for the evaluation included a review and analysis of project and partner documentation (including progress narrative reports, meeting notes, and the 2019 external assessment), as well as interviews, a survey and a focus group including project partners and beneficiaries. The research team began with desk research, to gain an overview of the project’s activities and interactions. Subsequently, interviews were carried out with national and global partners to gain an in-depth understanding of the challenges to and successes achieved by the project – for example, with regard to the various evaluation criteria. The survey was used to determine from a quantitative perspective which elements of the project were most relevant and successful, which challenges presented the biggest barriers to the project’s implementation, and which elements were viewed most widely as enablers for sustainability.



The methodology for the evaluation was designed in the Inception Phase and consolidated in the Inception Report. The Report included the overall intervention logic, the data collection approaches, and the questionnaires for the global interviews, national interviews, and the survey. The project Reference Group (comprising representatives of several of the global partners) reviewed and commented on the report, after which it was finalized by PPMI.

#### **4.3.1. Global-level interviews**

At a global level, the research team conducted interviews with representatives of each of the project partners except the World Bank (which was unreachable). The team interviewed the donor organization Norad at the end of August 2021. Interviews were semi-structured, and carried out according to a pre-designed questionnaire, which was reviewed and approved in advance by the partner organizations. Six female and two male respondents were interviewed.

All interviews were conducted remotely online and followed the semi-structured interview questionnaires prepared in the Inception Phase. Interviews were recorded for the purposes of note-taking.

#### **4.3.2. National-level interviews**

In each of the four countries, the Focal Points and National Project Officers (NPOs) were tasked with creating a list of stakeholders actively involved in the project. From these lists the evaluation team, together with the NPO and Focal Point, selected for interview the two teacher representatives who were most heavily involved, and the two most heavily involved government representatives. This approach was used to ensure that the stakeholders would have sufficient knowledge of the project to comment on its implementation.

The following project stakeholders in each country were interviewed:

- The project Focal Point
- The National Project Officer
- Two government stakeholders who participated in the project
- Two teacher representatives who participated in the project

In Burkina Faso, only five stakeholders were interviewed due to the non-responsiveness of the selected interviewees. The total number of interviewees in all countries comprised 17 male and six female respondents.

The interviews were carried out by experienced researchers located in each of the four countries, following instructions prepared by PPMI. Depending on the location of the stakeholder and the country's COVID-19 context, interviews were carried out either face-to-face or online.

In addition, it was decided to consult the national representatives of the global partners to the extent possible (based on availability). Interviews were carried out with UNESCO field staff in Burkina Faso, Ghana and Uganda, as well as with UNICEF staff based in Malawi (a total of one female and three male respondents)

### 4.3.3. Survey

The research team developed a survey to gather quantitative data to assess the project against the evaluation criteria, supported by some open questions for further elaboration. It targeted the global partners as well as all stakeholders (67) identified as having a stake in the project. The survey comprised different questions for the project partners at HQ level and for stakeholders at national level. For the stakeholders in Burkina Faso, the national-level questionnaire was translated into French.

The survey achieved the following response rate:

- Global level: 7 (out of 9 invited)
- National level: 21 (out of 67 invited)

The survey responses were subsequently analysed using the software SPSS (frequency calculations).

### 4.3.4. Stakeholders focus group

After an initial analysis of the data collected at national level, the research team invited representatives of governments and teachers from the four countries to participate in one online focus group. Two attempts were made to bring the stakeholders together, once at the end of July (but nobody was available) and once at the end of August. However, although around 10 stakeholders were invited and three confirmed for the August meeting, nobody showed up at the time of the meeting.

### 4.3.5. Final project workshop

As well as the summative element of the evaluation (the assessment of the project), the project includes a forward-looking element: recommendations on how to continue the partnership and improve collaboration in the future.

Based on the project's conclusions and recommendations, the research team organized a final project workshop involving the global partners on 23 September 2021. Following a brief presentation, the workshop participants identified the main pathways and frameworks that could facilitate future cooperation, and developed concrete action plans.

The results of the workshop are integrated into the recommendations in Chapter 6.

### 4.3.6. Data analysis

For each dimension of the evaluation (relevance, efficiency, effectiveness, impact and sustainability), the research team compared the data gathered from desk research, interviews and the survey, to reach substantiated and triangulated conclusions. In addition, the research team compared insights from the global partners and the national stakeholders to determine whether their perceptions differed.

The team used descriptive statistics (using SPSS) for quantitative and thematic analysis of the survey data, and qualitative content analysis of the data from the interviews and desk research. Qualitative data were coded into themes and categories relating to different aspects of the evaluation. This helped the team to draw relevant conclusions, based on various data sources.

After developing conclusions for each dimension of the evaluation, the research team reviewed the project holistically to determine the overall project conclusions, and recommendations for similar initiatives in the future. Based on the conclusions for each dimension of the evaluation, as well as the overall conclusions, the research team assessed the Theory of Change for the project, and made suggestions for its improvement.

A first draft of the conclusions and recommendations was reviewed by the Reference Group in August, and their feedback was discussed at a meeting between PPMI and the Reference Group.

#### **4.4. Challenges and limitations**

The execution of the data collection was affected by several challenges, in particular those relating to the engagement of national-level stakeholders. The national researchers reported difficulties in reaching stakeholders and confirming interview times. In addition, a focus group involving national-level stakeholders was planned and rescheduled, but none of the invited stakeholders showed up.

The evaluation was scheduled to take place from May to September 2021. At this time, the four partner countries were still working on the development of their exit strategies, and other activities were still ongoing. Therefore, some elements of the project could not be assessed completely.

In addition, insufficient time has passed since the implementation of the project's activities to adequately assess what positive impacts – if any – these activities may have had on teaching and learning outcomes in the long term. The research team identified potential barriers and enablers that might affect the impact and sustainability of the project. Based on these findings, they assessed the likelihood that the project would achieve the expected outcomes with regard to SDG 4.c.

Lastly, while the research team experienced excellent online communication with UNESCO as a client, as well as with the Reference Group, it would have been of greater value for the concluding workshop with global partners to have been held face-to-face.

## 5. Key findings

---

### 5.1. Relevance

The **relevance** of an intervention depends on its **aims and goals aligning with the needs of the beneficiaries as well as those of the project partners**. It is important to consider internal factors such as the priorities of beneficiaries and external factors that affect the implementation of a project, and which may appear as the project progresses.<sup>8</sup> Since the project has clear global and national elements, the evaluation reviewed the project's relevance on both levels.

#### 5.1.1. Relevance of the project partners involved

When considering the **relevance of project partners**, it is worth considering the **value they can add in pursuit of project's objectives**. The alignment of the partners' priorities with the objectives of the project determines whether or not the input and expertise of the partners contributes to the project, but also whether the project itself contributes to the priorities of the partners. Without this element of relevance, project partners are unlikely to fully engage in the project, to put forward resources, or to invest in its sustainability.

**Overall, the project was considered relevant by the project partners in relation to their own organizational priorities, mandates and strategies.** In addition, each of the global partners possesses specific expertise in relation to teacher policies and education, which can provide added value to the partnership. **All global partners stated that the NTI project aligned significantly with their institutional strategies, as well as with the main priorities of their respective organizations.** On a similar note, the vast majority – 85.7%, or six of the seven partners - agreed that the project aligned to a great extent with their respective mandates and ongoing projects. None of the respondents witnessed a gap or discrepancy between the project's objectives and the activities of their organization.

The evaluation found that each project partner provided clear added value. **A crucial aspect of the intervention was to increase the supply of qualified teachers** to support the realization of SDG 4.c, which would **ensure quality education for an increased number of children**. Hence, the relevance of **UNESCO and UNICEF**. Both of these organizations have **mandates that directly relate to education**. In the case of the former, UNESCO leads the Global Education Agenda 2030 by promoting SDG 4, and seeks to strengthen educational systems at regional and global levels.<sup>9</sup> UNICEF has a strong presence in many countries in which work on strengthening the education systems is ongoing.<sup>10</sup>

Another focus of the project was on **enhancing the capacities of key actors in the education sector with regard to policy and social dialogue**. The **ILO and EI** played a role in this regard, including through knowledge and capacity development workshops. In relation to social dialogue, the ILO offered its

---

<sup>8</sup>[https://www.oecd-ilibrary.org/sites/543e84ed-en/1/3/4/index.html?itemId=/content/publication/543e84ed-en&\\_csp\\_=535d2f2a848b7727d35502d7f36e4885&itemIGO=oecd&itemContentType=book#section-d1e2474](https://www.oecd-ilibrary.org/sites/543e84ed-en/1/3/4/index.html?itemId=/content/publication/543e84ed-en&_csp_=535d2f2a848b7727d35502d7f36e4885&itemIGO=oecd&itemContentType=book#section-d1e2474)

<sup>9</sup> <https://en.unesco.org/themes/education>

<sup>10</sup> <https://www.unicef.org/what-we-do>

unique tripartite structure to bring together governments and organizations representing employers and workers for a more holistic approach to creating teacher policies. Social dialogue contributes to the ILO’s Decent Work Agenda, which placed the working conditions and labour rights of teachers at the centre of meaningful change. Meanwhile, EI offers its experience in social dialogue within the educational sector itself, due to its experience and theoretical framework in developing the capacities of teachers and teacher unions in policy design.<sup>1</sup>

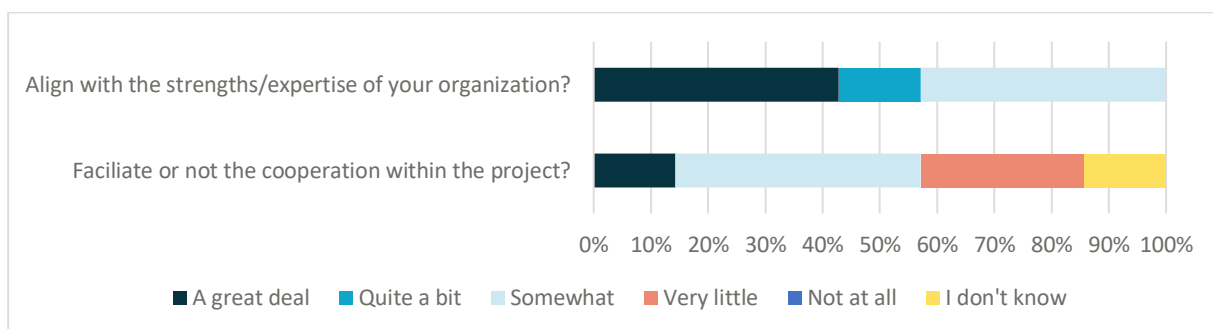
The presence of the **Teacher Task Force (TTF)** also contributed to the project’s development, since the alliance seeks **to encourage stakeholders in government and in the field of education to improve the conditions of teachers and develop the quality of education**. Like the ILO and EI, the TTF pursues these goals by advocating for social dialogue and knowledge sharing, and by providing support to countries seeking better teacher policies.<sup>11</sup>

The help of the **UNHCR** regarding education in crisis situations is invaluable, due to the **refugee populations present in the target countries**. This issue relates directly to the organization’s core mandate, which allows for the facilitated integration of these populations.<sup>12</sup>

The **World Bank and the GPE** are **partners dealing with financial portfolios, all the while leading and funding key education-related initiatives**. This is especially important, given that financing in great part determines the development and implementation of policies directly shaping the direction and priorities of the project. Their links with the growing but little-explored private education sector further benefits the intervention through their unique input and perspective. The **involvement of the GPE also provided an opportunity for the partners of the project to harness its expertise in sectoral planning**.<sup>13</sup>

The survey, which considers the division of tasks among the partners, shows that while **all of the survey respondents agreed that their work at least somewhat aligned with the expertise of their organization**, the division of tasks among the partners facilitated cooperation within the project only somewhat (45%) or very little (25%).

**FIGURE 2. 'TO WHAT EXTENT DOES THE DIVISION OF TASKS UNDER THE PROJECT...?' IN % (N=7)**



Source: PPMI survey among global partners.

<sup>11</sup> <https://teachertaskforce.org/who-we-are/about-ttf>

<sup>12</sup> Interviewed global partner

<sup>13</sup> Global Partners

### 5.1.2. Project relevance towards meeting aspects of SDG 4.c

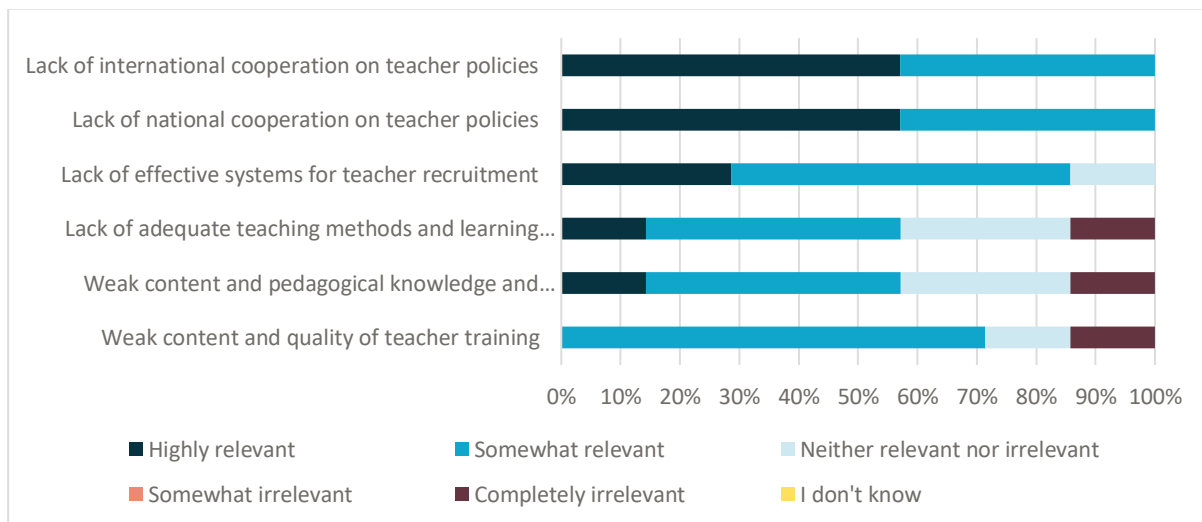
To meet **SDG 4.c**, which seeks to increase the supply of qualified teachers by including international cooperation for teacher training in developing countries, the partners participating in the project established a **cooperation framework**.<sup>14</sup> **This step was relevant, since it allowed the sharing of responsibility when tackling existing global issues in a holistic manner.** In other words, the cooperation framework established a framework/guide as to how partners would interact, communicate, etc. within the context of the project.

Simultaneously, international assistance on teacher policies is considered quite fragmented, and there is a lack of coordination over assistance between donors and international organizations. To tackle these issues, the **international organizations developed a cooperation framework to improve coordination and ways of working, to support the enhancement and development of teacher policies.**

One of the survey questions asked whether the design of the project was relevant to meeting SDG 4.c. The responses to this question proved overwhelmingly positive, with around 85% of respondents finding the way the project was designed either somewhat or highly relevant.

When asked if the project is relevant for addressing the main global challenges regarding international collaboration for teacher policies in developing countries, survey responses were also positive. Most notably, the **project was found to be highly relevant in addressing a major challenge, which was the lack of international and national cooperation on teacher policy.** Another area in which the project was found to be relevant is **addressing the lack of effective teacher recruitment systems.**

**FIGURE 3. SHARE OF GLOBAL PARTNERS WHO FOUND THE PROJECT RELEVANT FOR THE FOLLOWING GLOBAL CHALLENGES, IN % (N=7)**



Source: PPMI survey among global partners. The survey question was formulated as follows “To what extent do you think the project is relevant for addressing the main global challenges regarding international collaboration for teacher policy in developing countries?”

<sup>14</sup> <https://sdgs.un.org/goals/goal4>

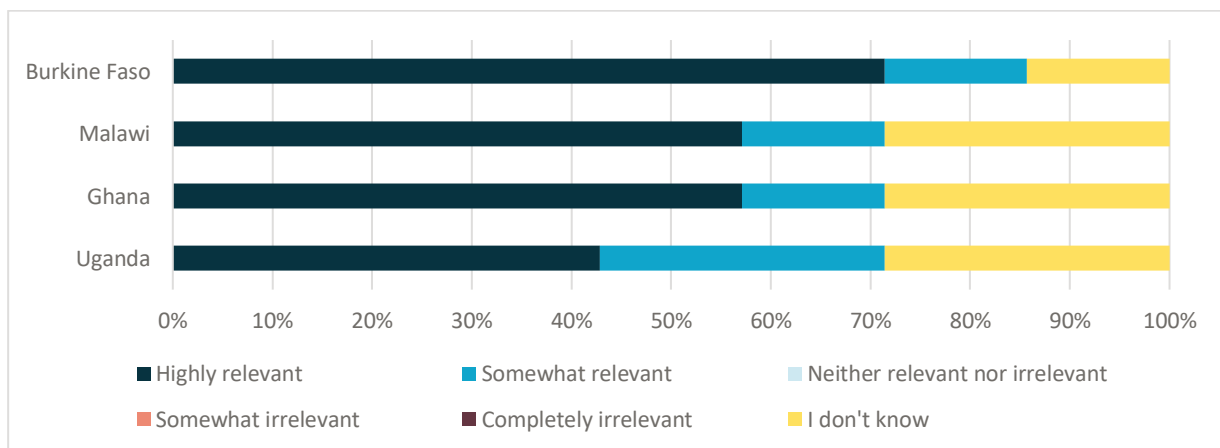
Furthermore, not only was the project regarded as relevant, but most of the survey respondents (69%) agreed that the intervention was relevant within the broader framework of international and national strategies for cooperation on teacher policies. While there are not many examples of other relevant multi-partner collaborations that exist in this field, the respondents pointed to the joint effort by the ILO and UNESCO to promote and monitor the 1966 ILO/UNESCO Recommendation concerning the Status of Teachers, including through the Committee of Experts on the Application of the Recommendations concerning Teaching Personnel (CEART), as well as the work of the International Task Force on Teachers for Education 2030.

### 5.1.3. Relevance for the partner countries

The survey also assessed the relevance of the NTI project for the partner countries. Specifically, it asked whether the designed interventions responded to the national needs and priorities of the four target countries, as well as the needs of the region and the international community. **The interviews and survey results, combined with the review of project documents and outputs, indicate that the project’s activities were relevant in relation to addressing the main teacher policy challenges identified in the four countries.**

According to the survey findings, over 75% of global respondents indicated that the project was relevant in addressing the main teacher policy needs. However, it is interesting to note that between 14.3% and 28.6% did not know whether the project’s national-level activities were relevant.

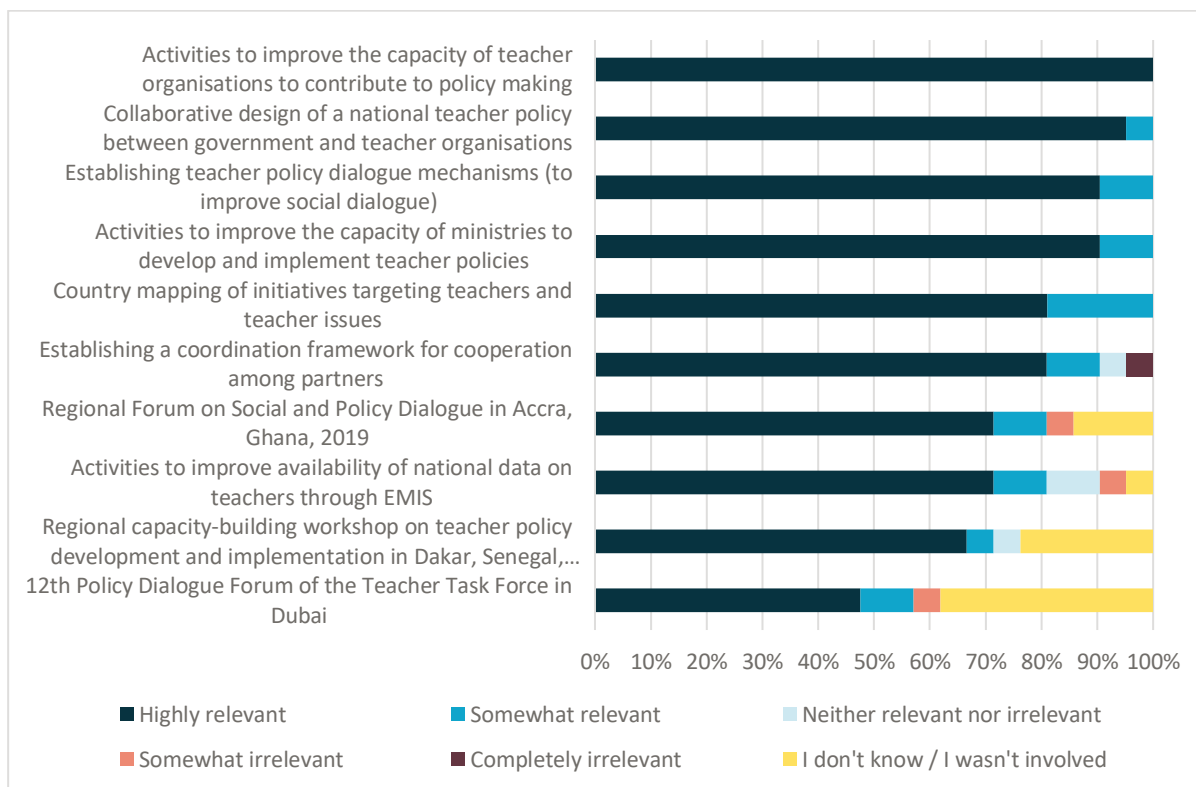
**FIGURE 4. SHARE OF GLOBAL PARTNERS WHO FOUND THE PROJECT RELEVANT FOR THE SPECIFIC NEEDS OF THE PARTNER COUNTRIES. IN % (N=7)**



Source: PPMI survey among global partners. The survey question was formulated as follows “To what extent do you think the project is relevant for the main needs regarding teacher policy in the project pilot countries?”

An **overwhelming majority (95.2%)** of national survey respondents agreed that **enhancing partnerships and cooperation in the field of teacher policy was relevant for their country context**. The NTI project enabled national stakeholders to design and implement activities that would work to alleviate some of these issues and contribute in meaningful ways to conducive solutions. Overall, the survey results demonstrate that the majority of activities carried out under the initiative were considered highly relevant, or at least somewhat relevant, by the country stakeholders.

**FIGURE 5. SHARE OF NATIONAL STAKEHOLDERS WHO FOUND THE FOLLOWING ACTIVITIES RELEVANT FOR THE SPECIFIC NEEDS OF THEIR COUNTRY. IN % (N=21)**



Source: PPMI survey among national stakeholders. The survey question was formulated as follows "Considering the needs and challenges related to teacher policies in your country, do you think the following project activities were relevant for your country?"

The **activities regarded as most relevant** relate to **addressing the existing teacher policies, improving, and consolidating them into one document**. This is related to indications by stakeholders that prior teacher policy efforts have been highly fragmented.<sup>15</sup> The relevance of such project activities is confirmed by the survey responses, with **over 90% of respondents finding these activities highly relevant**. Mindful that prior to the project, social dialogue mechanisms were insufficiently developed, **the project emphasized the involvement of different relevant stakeholders**.<sup>16</sup> These **activities focusing on enhancing social and policy dialogue, as well as enhancing the capacity of teacher organizations**, were found to be highly relevant by 91% of respondents.

Throughout the course of the **project, workshops and forums** were organized to share experiences and best practices, exchange information and develop capacities. However, respondents **were unsure to what extent these activities were relevant**. This could be attributed to participants in the survey not having the opportunity to participate in such activities, not knowing that they had taken place, or simply being unsure to what extent they were conducive within the wider scheme of the project.

Lastly, the project was affected by the **COVID-19 pandemic**, since governments closed schools and instituted other sanitary measures. However, the project partners remained responsive to the changing

<sup>15</sup> Interviewed stakeholders from different countries.

<sup>16</sup> Interviewed stakeholder from Ghana.



circumstances on the ground, and made sure to amend their strategies to these changes by prioritizing work on improving digitalization efforts within education.

## 5.2. Efficiency

This section aims to determine to what extent the interventions were implemented in accordance with their plans, target groups, timelines, and to what extent the project's resources were sufficient to achieve the project objectives. Efficiency is defined as the extent to which the intervention delivered results in line with its objectives, in an economical and timely way. This section also reflects on the relationship between the managerial and operational interventions and outputs (production efficiency) and higher-level outcomes (allocation efficiency).

### 5.2.1. Efficient project management

UNESCO was appointed project manager for the partnership and implementation of the project. The details of the project management arrangements are provided in Annex 2.

**The main issue with project management occurred at the beginning of the project, and had lasting negative impacts on project implementation. Interview data suggests that the way the project management was structured helped to achieve efficient division of labour, but did not ensure strategic direction for the project's implementation. The issue was a lack of strategic thinking and leadership, as well as the inability to create synergies. This was caused by a lack of clarity, proactivity and understanding of the collaborative nature of the project. These findings are very much in line with the findings of the 2019 external assessment of the NTI.<sup>17</sup>**

Several representatives of project partners who were interviewed questioned whether sufficient time had been spent at the beginning of the project to agree on its core objectives and visions, and to obtain the buy-in of all the global partners. Issues that arose later with regard to the efficiency of collaboration could be explained by a lack of initial buy-in from all global partners. Taken together, the interview data suggest that more time should have been put into discussing, agreeing and solving potential conflicts during the planning process. Lack of agreement and of a clear strategy reduced the motivation of some key partners towards their active participation in meetings and building meaningful synergies throughout the project (reduced product efficiency). As one interviewee put it: *"When you talk about synergy of partners, that synergy must be in the design. If it is not in the design, then the delivery suffers. Inter-institutional cooperation is an ideal setting. But for it to work, there must be a 'job description' of how such cooperation takes place, an outcome to realise together."*<sup>18</sup>

In interviews, several partners attributed the issue of a lack strategic direction and guidance, which led to delays and confusion over tasks, to weak leadership on the part of UNESCO. The task description in the Joint Programme Description (JPD) had, however, assigned strategic direction and oversight as a task for all global partners that constituted the steering committee (SC), not only to the project manager. However, the interviewees suggested that there was a stark difference between the beginning of the

---

<sup>17</sup> Joynes, C. (2020). External Assessment of the 'Norwegian Teacher Initiative': Strengthening Multi-Partner Cooperation to Support Teacher Policy and Improve Learning, September-November 2019. *Education Development Trust*.

<sup>18</sup> Interview with a global partner.

project and later on, when a regular meeting schedule had been established, which acted as a permanent structure to facilitate efficient communication and action. Retrospectively, more frequent meetings at the beginning of the project and a clear definition of the roles and responsibilities of the SC could have helped. Both a clearer understanding of tasks and responsibilities, as well as interested and engaged personnel, should ideally have been in place from the outset.

### 5.2.2. Efficient collaboration

This section discusses whether all of the intended project stakeholders were reached and engaged, and whether the cooperation between them allowed for the exploration of synergies in expertise and capacity.

#### 5.2.2.1 Collaboration among partners at the global level

**Collaboration among the initial global partners was perceived as inefficient during the first half of the project, but collaboration among a smaller group within the partnership improved** throughout the project and resulted in tangible outputs (product efficiency). Yet this investigation confirms the findings of the 2019 external assessment that correspondence and collaboration occurred mainly between UNESCO as the project lead and individual organizations, rather than across the consortium horizontally.<sup>19</sup> The main challenges were sustaining consistent and frequent communication, and overcoming differences and misunderstandings between the global partners.

Interviewee data suggest that both the monthly virtual meetings and occasional in-person meetings – and in particular, the meetings with Focal Points – generally helped to explore synergies of expertise and capacity. In many ways, having more meetings helped to solve several challenges the project faced during its first years of implementation, with regard to uncertainty over how to implement activities in practice and make sure everyone was on the same page. For example, the third meeting of the partners in Jamaica helped to strengthen the shared understanding of the project objectives at country level.<sup>20</sup>

The NTI provided partners with the opportunity to come together and produce specific outputs based on their areas of expertise. For example, the interview data show that throughout the project, UNICEF, the UNHCR, the ILO and UNESCO successfully came together on several occasions due to similar interests. For instance, when the pandemic first hit, UNESCO and UNICEF collaborated with the partners to develop guidance for teaching in crisis-sensitive environments, and to organise a webinar on inclusion and equity. An interviewee explained the reason behind this, and assessed the added value of the initiative in the following way: *“Some of this was an opportunity because of the pandemic, but some of it was actually a very serious look at what we can do and ought to be able to do for teachers. Those are very good examples of how the teams came together to develop global products that later become something that countries could use and implement.”*<sup>21</sup>

However, the interviews with global partners highlighted various barriers to effective collaboration. In addition to the barriers discussed below, interviewees also mentioned, in line with the findings of the external assessment in 2019, poor leadership and challenges relating to staffing and recruitment. The

---

<sup>19</sup> Joynes, C. (2020). External Assessment of the ‘Norwegian Teacher Initiative’: Strengthening Multi-Partner Cooperation to Support Teacher Policy and Improve Learning, September-November 2019. *Education Development Trust*.

<sup>20</sup> Narrative Project Report 2018

<sup>21</sup> Interview with a global partner.

former has already been discussed in the previous section, while the latter is discussed in the section on human resources.

Interviewees suggested that the **lack of a cooperation framework** and regular meetings at the beginning of the project could be one of the reasons why global partners struggled to collaborate efficiently together during this period: *“This was a major challenge: not having a cooperation framework. So you didn’t know how to proceed and weren’t sure how to communicate with each other, and we didn’t have established monthly meetings. We were sort of working just on our topic, but weren’t meeting together or exchanging information. And this only really came once we established these monthly meetings.”*<sup>22</sup> A lack of clear programme objectives with regard to inter-agency cooperation, and of mechanisms to support it, was also highlighted as a key barrier to effective collaboration in the 2019 external assessment.<sup>23</sup>

**Inconsistent communication** is also evident, given that all of the interviewee data, the 2019 progress report, and the 2019 external assessment report<sup>24</sup>, highlight the obstacles and the opportunities missed when some partners were not active or were not participating in the meetings. The 2019 narrative report states: *“Their (partner organization) absence has contributed to challenges in information sharing and coordination efforts. The challenges in partner contributions, in particular a pro-active involvement of the partners, has been a challenge since the beginning of implementation and was flagged in the previous progress report. (...) These activities could have benefited from the involvement and collaboration with project partners and national Focal Points.”* This barrier could also be described as **varying levels of partner commitment and contribution**.

Challenges regarding **inconsistent collaboration** among the partners may to some degree have been contributed to by structural factors such as having **too large a constellation of different partners** involved.

*“The more people are on board, the more difficult it is to kind of align everybody’s vision and expectations and then make the contribution meaningful.”*<sup>25</sup>

*“It is a huge project, and some things sometimes get lost within that whole interpretation of goals and cooperation.”*<sup>26</sup>

*“I see it a bit challenging because of this diversity of partners, and different partners have very different ways of working. So yes, there were structural differences there that posed quite a few challenges in terms of organisation and concrete support that could be given to countries.”*<sup>27</sup>

<sup>22</sup> Interview with a global partner.

<sup>23</sup> Joynes, C. (2020). External Assessment of the ‘Norwegian Teacher Initiative’: Strengthening Multi-Partner Cooperation to Support Teacher Policy and Improve Learning, September-November 2019. *Education Development Trust*.

<sup>24</sup> Joynes, C. (2020). External Assessment of the ‘Norwegian Teacher Initiative’: Strengthening Multi-Partner Cooperation to Support Teacher Policy and Improve Learning, September-November 2019. *Education Development Trust*.

<sup>25</sup> Interview with a global partner.

<sup>26</sup> Interview with a global partner.

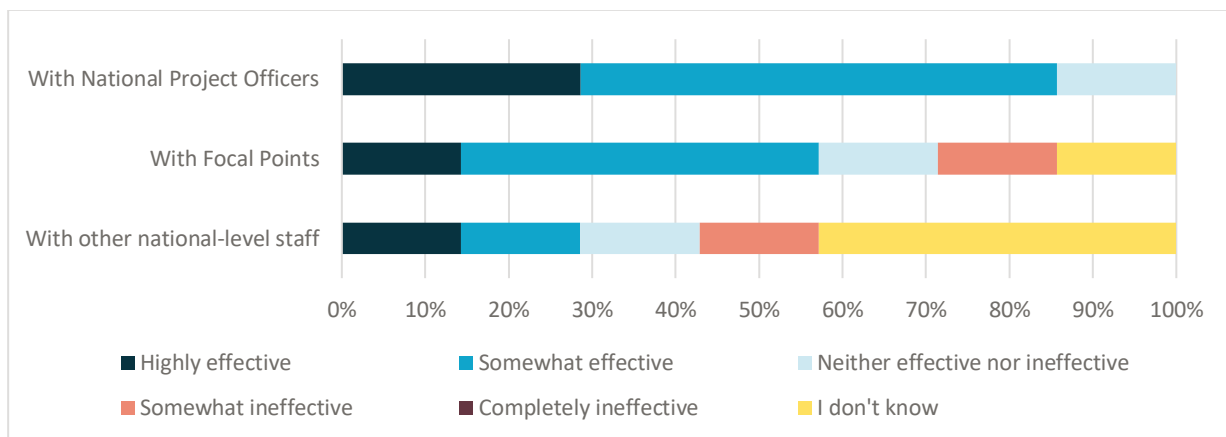
<sup>27</sup> Interview with a global partner

5.2.2.2 Collaboration between global and national partners

In general, collaboration between the global partners and (mainly) the NPOs helped towards achieving key teacher targets (e.g. teacher policy, teacher policy implementation plan) by engaging and ensuring implementation on the ground. Challenges existed in relation to the engagement of all global partners, the unequal distribution of responsibilities and representation for the global partners, as well as misunderstandings and different understandings and approaches towards teacher policy priorities.

The survey results show that the global partners were most satisfied regarding the effectiveness of cooperation with the National Project Officers. Cooperation with Focal Points was less often perceived as effective by the respondents. Some considered it ineffective, while others did not know.

FIGURE 6. SHARE OF GLOBAL PARTNERS WHO FOUND COLLABORATION WITH NATIONAL PARTNERS EFFECTIVE OR INEFFECTIVE %, N=7



Source: PPMI survey among global partners. The survey question was formulated as follows "how effective was the cooperation between the global project partners and national project staff/partners?"

Most of the responsibility for country-level activities rested with the designated project leads, UNESCO and UNICEF, who had country offices. Other partners who were less engaged in the planning and design of the NTI, were therefore unable to contribute efficiently. National-level interviewees felt that opportunities were lost with regard to exploring synergies in expertise and capacity with those global partners that were not country leads and were less active (e.g. the World Bank, the UNHCR and the ILO). In interviews, country-level NPOs noted that collaboration was more efficient between the project leads and those global partners who had local representatives in the countries (and therefore better institutional capacities).

"There should be more equitable distribution of responsibilities at global and country levels. All global partners should have a commitment to all the four countries. Allocating country work just to two partners did not support the idea/concept of collaboration and cooperation that was foreseen."<sup>28</sup>

<sup>28</sup> Interview with a global partner.

“I feel that the level of contact and of engagement between different Focal Points and the field at national level were very different. HQ Focal Points for some of the partners who don’t have presence in the country were very disconnected. (...) The interaction and ways to support the national levels is very different from one partner organization to another. This was a real challenge.”<sup>29</sup>

National partners were generally positive about the day-to-day interactions between global and national partners. Interviewee data at the national level gives the impression that national partners were very active and frequently in touch with the country leads.<sup>30</sup> Country-level interviewees commented: *“The coordination on the project itself was excellent (both global and national level). Communication was really good. It was easy to get in touch with all the coordinators of the project.”* When applauding collaboration, the country-level interviewees mostly talked about collaboration with UNESCO and UNICEF.

At times, misunderstandings between country lead organizations and local partners led to inefficient collaboration and confusion. Interviewee data suggest that inefficient communication and poor collaboration occurred at some points between country leads and national partners, often concerning disputes regarding delays in the transfer of financial resources.<sup>31</sup> Thus, the collaboration between country leads and national partners was occasionally highly inefficient. The struggles most frequently mentioned by interviewees were infrequent or delayed communication, language barriers, and last-minute meeting requests in relation to country-level activities.

“I think that the technical committee (at country level) has had a lot of difficulties with UNESCO. They have a lot of misunderstanding in the administration of the programme.”<sup>32</sup>

“One challenge was misunderstanding in implementation. At UNESCO, we believe that since the funds were raised at HQ, the national office should lead in terms of the distribution of funds based on the request of government partners. Government thinks that national projects should receive funds directly from UNESCO. Overall, there was misunderstanding and a lack of clarity.”<sup>33</sup>

“The only drawback in these multi-institutional arrangements was the delayed response from the UNESCO regional office.”<sup>34</sup>

### 5.2.3. Financial resources

This section discusses whether the project’s financial resources were sufficient, distributed appropriately across partners and project activities, and used in a cost-effective manner. A table detailing the financial arrangements can be found in **Annex 2 (Table 4)**.

<sup>29</sup> Interview with a global partner.

<sup>30</sup> We understand country leads as described in the 3rd Joint Programme Declaration. The global partner organization can be responsible for overseeing the work in a particular country (‘lead agency’) which requires them to liaise with other partners providing technical assistance on teacher policies and practices.

<sup>31</sup> Interview with national stakeholders from Ghana and Uganda.

<sup>32</sup> Interview with a national stakeholder.

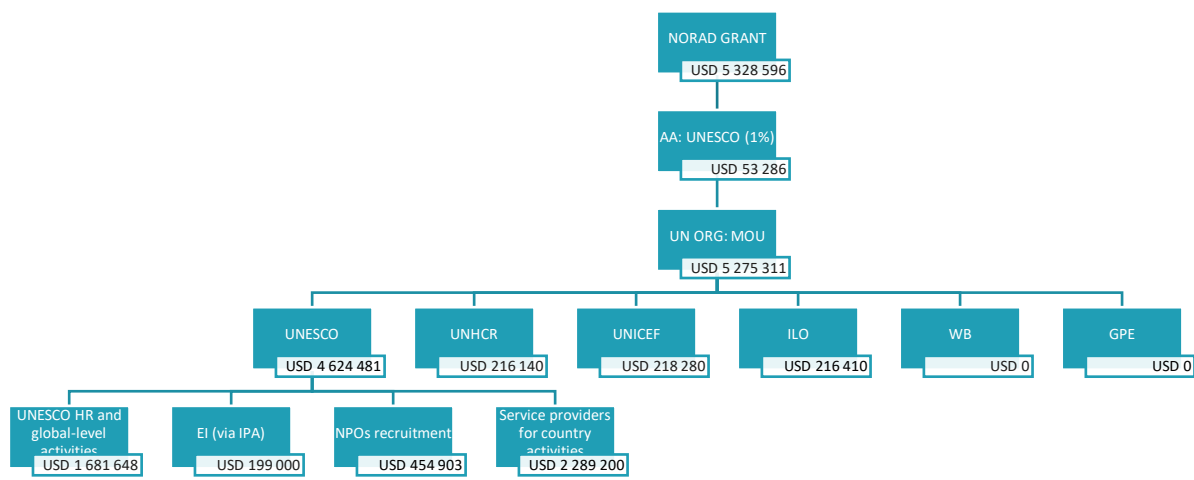
<sup>33</sup> Interview with a national stakeholder.

<sup>34</sup> Interview with a national stakeholder

### 5.2.3.1 At global level

The main challenge in achieving efficiency of financial resources at global level was the organization of the funding, and especially the poor distribution of funds over time from project manager to global partners and partner Focal Points. This resulted in insufficient funding for staff costs. There was also a lack of specified funding for activities targeted at improving collaboration at this level.

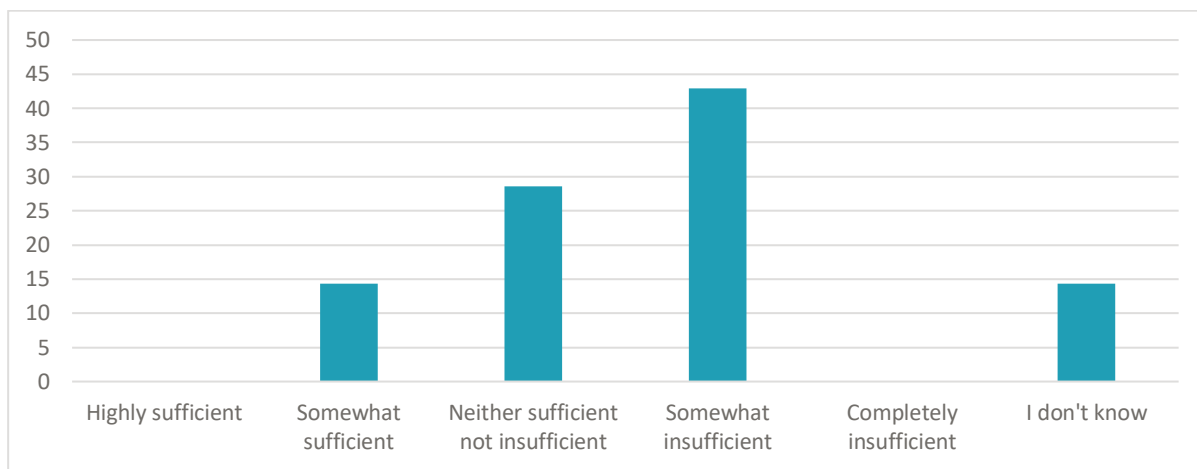
FIGURE 7. OVERVIEW OF THE DISTRIBUTION OF FUNDS AMONG PARTNERS



Source: Joint Programme Declaration version 3

Overall, global-level survey respondents regarded the financial resources they received as either somewhat insufficient (42.9%) or neither sufficient nor insufficient (28.6%). Only one partner found the resources sufficient.

**FIGURE 8. SHARE OF GLOBAL PARTNERS WHO PERCEIVED THE FINANCIAL RESOURCES AS SUFFICIENT OR INSUFFICIENT**



Source: PPMI survey among global partners. The survey question was formulated as follows: "Do you believe the project had sufficient resources to carry out the planned activities on the global level and achieve its objectives?"

Partners found **the timing, delays, organization and target group** of the funding to be a bigger barrier to efficient funding than the level of funding itself. Also in the survey, the level of funding was named least often by respondents as a barrier to project implementation. Much more frequently mentioned were poor planning, coordination and communication. For instance, one partner interviewee disagreed that funding was sufficient, but emphasized that the challenges primarily regarded its targeting and national level implementation: *"I think, no, it wasn't enough. (...) Just paying for the salary for the time of someone like me is good for the organization because the organization saves someone's salary (but not for the project). Luckily, I managed to negotiate that I could use the money for activities"*. Thus, more funds were transferred towards national-level implementation, while **funding for activities among global partners to improve their coordination was limited**.

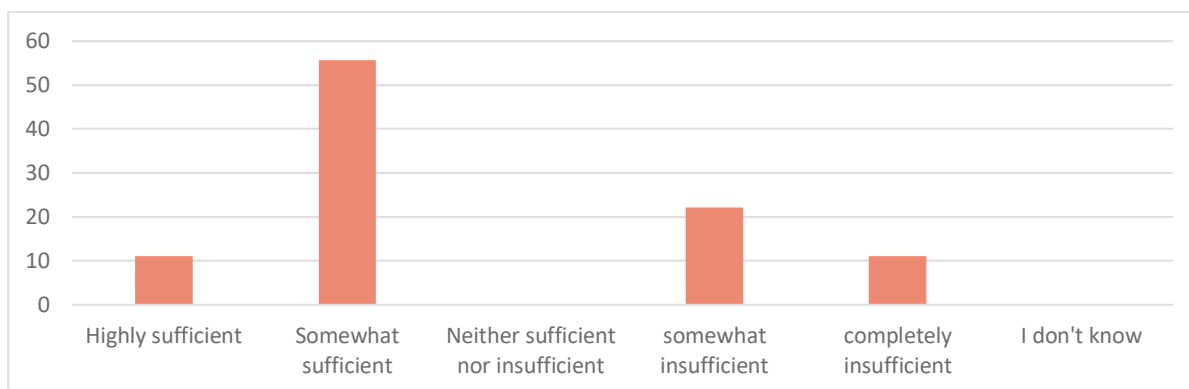
In particular, most interviewees highlighted the distribution of **funding over time** as a challenge. One interviewee explained: *"I think financial resources would have been sufficient if we managed to conduct it in the initial timeframe. It's more about the delays causing challenges rather than the budget itself."* Another stated: *"I would say one of the major challenges (regarding funding) was the project design itself, and that it didn't envision how long this project needed."* Most partner organizations received their funds in 2018, a year after the project started, while some administrative hurdles regarding how to finance the recruitment of human resources resulted in GPE suggesting it could contribute without receiving project funds. This issue can also be seen in the consolidated financial report from 2019: period B (2019) received considerably more funding than period A (2017-2018), but this included no extra designated funding for the global partners in 2019 – except for subcontracted or staff costs. Poorly distributed funding due to delays also contributed to the loss of Focal Points, which had a negative impact on project operations by reducing human resource capacity.

It can therefore be concluded that the level of funding was a challenge, particularly during the latter part of the project, and that the funding was not used efficiently at the beginning of the project. The funding could have been sufficient, and been used more efficiently, if delays had been avoided through more efficient project management and fewer delays earlier in the project's timeline.

### 5.2.3.2 At national level

At the national level, country teams planned their activities according to the level of funding available, which was sufficient for the relevant project activities (production efficiency). However, not enough funding was available to achieve higher-level objectives (allocation efficiency). The main challenges were administrative burdens and insufficient needs assessments. As illustrated in Figure 9, most national stakeholders indicated that financial allocations were sufficient.

**FIGURE 9. SHARE OF NATIONAL-LEVEL PROJECT STAFF WHO PERCEIVED NATIONAL RESOURCES AS SUFFICIENT OR INSUFFICIENT. IN % (N=9)**



Source: PPMI survey among national focal points and project officers. The survey question was formulated as follows: "Do you think the project had enough resources to efficiently implement the project and achieve its objectives in your country?"

Country-level interviewees agreed with the funding being sufficient to implement activities, but were uncertain that it was sufficient to achieve the expected outcomes. As one country-level interviewee explained, the resources they received took them *"on the way to policy development but not implementation"*. However, the NTI was not planned to support implementation directly, but rather to contribute to facilitating the process of developing policies that could lead to implementation. The understandings of country-level interviewees regarding the expected outcomes therefore differed from that of the project managers. The divergence in satisfaction among survey respondents (40 per cent responded that funding was sufficient, while 30 per cent said it was insufficient) can also be explained by divergent expectations and understandings of what the funding was supposed to achieve. A global partner described this as the mismatch between ambitions and funding: *"And then we came with an envelope of about \$500,000 and they [the national representatives] went 'Well, what can we do with that?' There was excitement with the idea but when folks got to see the reality of what could be done, then it was not a lot. (...) The problem was the disconnection between the ambitions (at country-level) and the budget available."*

Another problem with the funding was the burdensome process required to access it. Interview data reveals that this must be seen in light of the 'high administrative burden' that (country-level) survey respondents listed equally highly as a barrier. High administrative burden was primarily due to delay in the release of funds. One country-level interviewee explained: *"Funds are channelled through UNESCO to enable us undertake activities, and we have had lot of challenges with UNESCO in release of funds. There have been many occasions that we had to seek funds from other sources to pre-finance projects before UNESCO reluctantly refunded."* Given that they were managing the local projects several interviewees did not understand why they were not trusted with taking responsibility for the funds, which were locked at the regional offices. Interviews with the project leads, however, paint a slightly different picture. The



NPOs were not experienced with managing contracts and processing financial requests. Managing the NPOs was therefore challenging for the project leads, who could therefore not entrust them with full responsibility for the funds. More information and training could have been provided to the NPOs regarding how to access funding and manage the projects well.

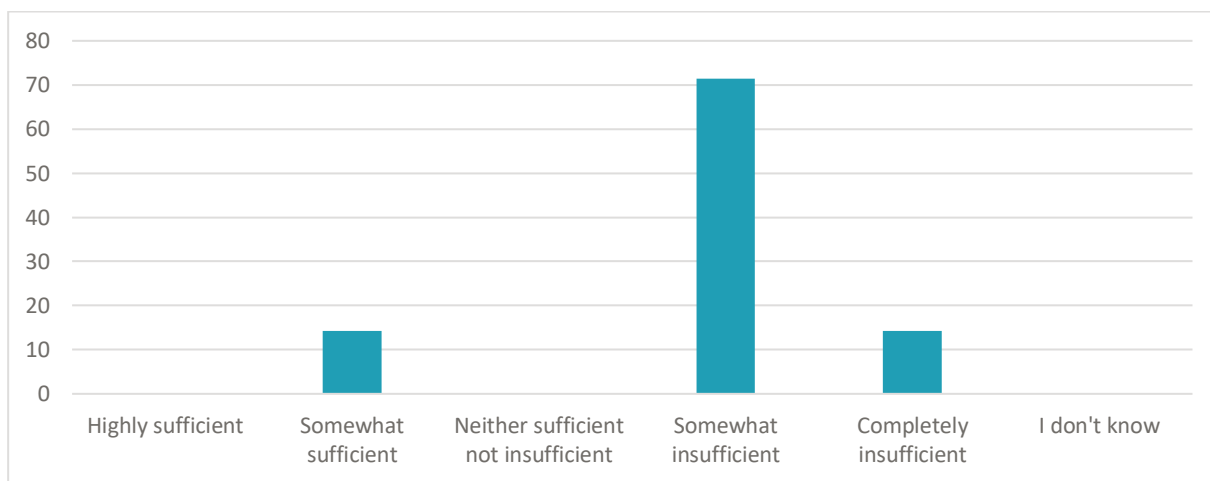
### 5.2.4. Human resources

This section discusses the extent to which human resources were sufficient to meet the project’s objectives, and were distributed appropriately between partners and project activities.

#### 5.2.4.1 At global level

**The main finding is that human resources at the global level were clearly insufficient. The main challenges reported by interviewees were the inconsistent availability and frequent turnover of Focal Points and overburdened global partners.** In the survey (as indicated by Figure 10), the vast majority of global respondents indicated that human resources were insufficient for the project’s implementation. This is interesting, given that the initial purpose of the NTI was to help resource the global partners so that they would have more time to work on teacher issues.

**FIGURE 10. SHARE OF GLOBAL-LEVEL SURVEY RESPONDENTS WHO FOUND HUMAN RESOURCES AT THE GLOBAL LEVEL SUFFICIENT OR INSUFFICIENT. IN % (N=7)**



Source: PPMI survey among global partners. The survey question was formulated as follows: “Do you believe the project had sufficient human resources to carry out the planned activities on the global level and achieve its objectives?”

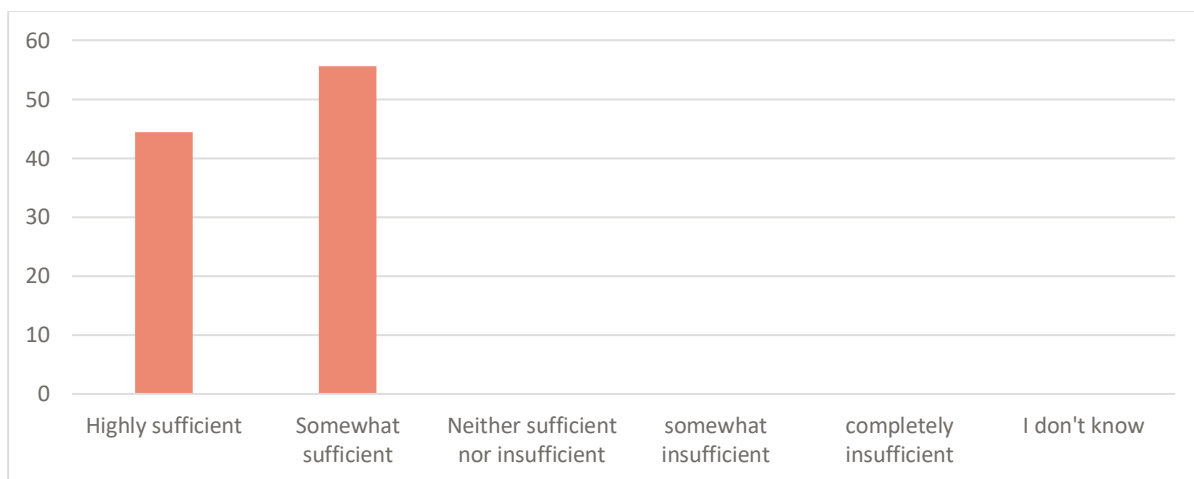
The main challenge in terms of human resources was the frequently changing and unstable situation of Focal Points. At the beginning of the project, delays in administrative procedures and in the establishment of partnership agreements impacted the transfer of project funds, leading to a delay in the recruitment of human resources within partner organizations. Due to this situation of delays and insufficient funding, Focal Points and country-level officers lacked the technical capacity or time resources to deliver as expected on the NTI. Survey and interviewee data suggest that without the Focal Points being fully invested in the NTI at the global level in order for each partner organization to continually follow up on the NTI’s activities, the global partners found it difficult to prioritize between the NTI and other work.

The frequent turnover of Focal Points led to expertise, capacity and opportunities for learning being lost along the way. While the extensions to the project led to it becoming harder to retain human capital, this prolongation also made it even more important to ensure that the lessons learned were carried on into the new project period. One interviewee described it as a situation of no institutional memory. The interview data suggest that the potential reasons for the unstable workflow and deployment of Focal Points throughout the project were: 1) half-time work contracts; and 2) non-transparent and inefficient selection process at HQ level.

**5.2.4.2 At national level**

**Generally, human resources at the national level were sufficient.** The hiring of NPOs was an enabler that helped to implement the NTI in the countries, as well as solving staffing and communication issues. As illustrated in Figure 11, the survey data suggest that there were sufficient human resources at the country level (after the NPOs were involved). The importance of the NPOs’ involvement was also highlighted in the 2019 external assessment.<sup>35</sup>

**FIGURE 11. SHARE OF NATIONAL-LEVEL PROJECT STAFF WHO FOUND HUMAN RESOURCES ON THE NATIONAL LEVEL SUFFICIENT OR INSUFFICIENT. IN % (N=9)**



Source: PPMI survey among national focal points and project officers. The survey question was formulated as follows: "Do you think the project had enough resources to efficiently implement the project and achieve its objectives in your country?"

The challenges reported by interviewees with regard to local human resources were the issue of hiring processes not being synergized, and sustainability. In Uganda, while human resources were initially sufficient, the advent of COVID-19 resulted in personnel becoming disoriented and it becoming difficult to keep them engaged in the project’s implementation. Yet, the main complaint was an insufficient number of staff at headquarters level to support the NPO. This is very much consistent with the global-level findings and interviews, which also revealed that it was difficult to provide the necessary support to country-level personnel. When the countries felt very much supported by the global partners, as in Malawi, they were also happier about the level and efficiency of human resources.

<sup>35</sup> Joynes, C. (2020). External Assessment of the ‘Norwegian Teacher Initiative’: Strengthening Multi-Partner Cooperation to Support Teacher Policy and Improve Learning, September-November 2019. *Education Development Trust*.

Interviewees and survey respondents were content with the hiring and training of NPOs. One global partner said that before the NPO's involvement, it was very difficult to ensure the commitment of officials from the Ministry of Education (MoE) at country level: *"Hiring the NPOs was very good because then you had somebody full-time on board. And once you had somebody full-time on board, the activities really picked up and moved."* Another interviewee commented: *"NPOs are indispensable, they manage day-to-day work, manage admin work, and are an arm at the country level. They can build local partnerships. (...) We should have had them from the beginning, ideally."* In light of this information, the original idea of drawing on MoE staff instead of hiring new people might have been too ambitious and optimistic, or more weight could have been placed on activities and engagement with the MoE to train them to understand the importance of having comprehensive teacher policies implemented in tandem with the voices of unions and teachers.

The global partners perceived the human resources situation in the partner countries in a less positive light than the national stakeholders. In fact, none of the partners indicated that they regarded human resources as sufficient. This shows that the hiring of NPOs did not solve all of the staffing challenges in the countries. One key issue could be that the training and onboarding of NPOs, as well as Focal Points, was insufficient. Both of these were hired just for the project and were disconnected from whatever resources were there already. Thus, it was challenging to ensure that resources/activities at national level were always connected to existing mechanisms.

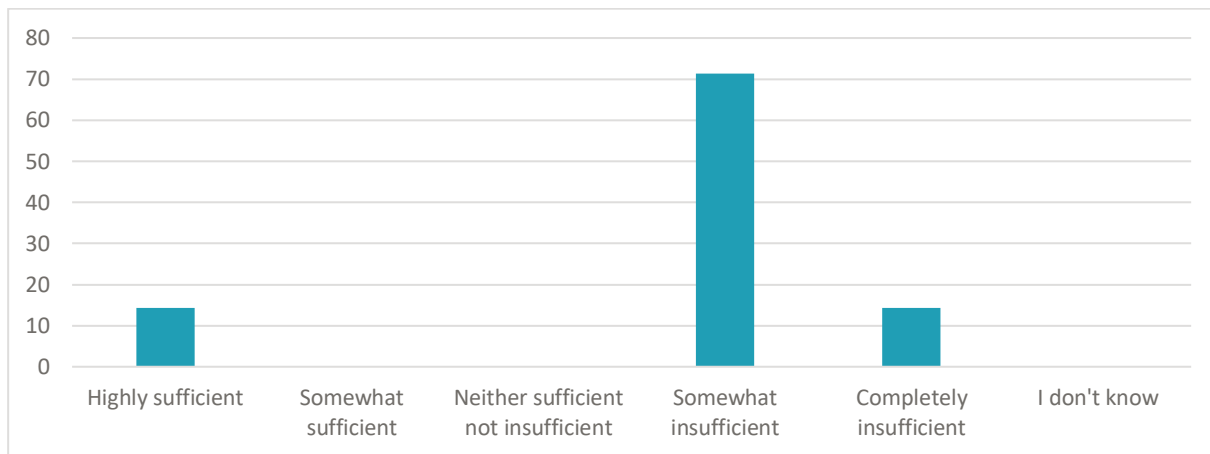
### 5.2.5. Time allocation and timeline implementation

This section discusses the extent to which the project activities were implemented according to the timeline; the gains and losses in terms of time resources; and how these impacted the project's outputs and outcomes.

#### 5.2.5.1 At global level

**The main finding, as seen in Figure 12 and in the interviews, is that the initial timeline was insufficient.** This is interesting, given that the global partners were involved in elaborating the timeline themselves at the outset. However, the NTI faced multiple external pressures and standstills due to, for instance, delays in communication and budget transfers from UNESCO to country teams, as well as subsequent delays to project activities and completion. National COVID-19-related lockdowns generated significant delays in implementation, in addition to administrative hiccups and a lack of clarity and security when planning activities.

**FIGURE 12. SHARE OF GLOBAL PARTNERS WHO FOUND THE TIMESCALE FOR GLOBAL-LEVEL ACTIVITIES SUFFICIENT OR INSUFFICIENT. IN % (N=7)**



Source: PPMI survey among global partners. The survey question was formulated as follows: "Do you believe the project had sufficient resources to carry out the planned activities on the global level and achieve its objectives?"

Interviewee data suggest that time delays worked as a demotivating factor for the global partners. One interviewee explained: *"After two years, I ended my contract. My feeling was that we had done what we said we would do, but I hadn't seen any concrete results (...). It took too long and there was no proper guidance"*. Delays therefore had a negative impact on sustaining the broad partnership envisaged by the donor and on achieving the objective of attaining better coordination between all of the global partners. Subsequently, as discussed in 4.2.1, coordination improved between the remaining partners, who displayed a high level of commitment to the project despite the delays.

#### 5.2.5.2 At national level

**At the national level, the timeline was insufficient to facilitate the development of a comprehensive teacher policy. Countries did, however, implement the majority of activities planned, regardless of the delay, and some countries developed plans for teacher policies. The flexibility granted through project extensions gave stakeholders more time to achieve results, given that the initial timeline had been very challenging for them.**

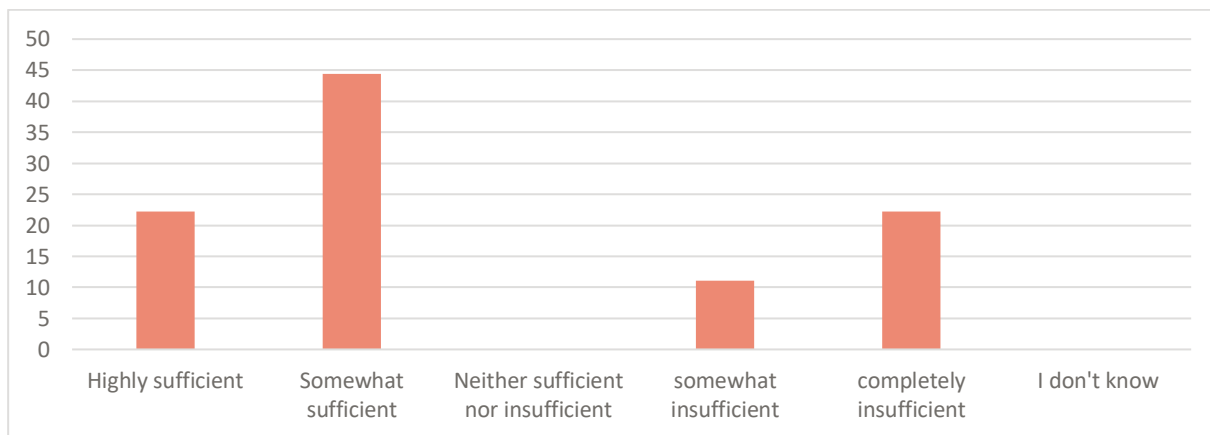
Among the survey respondents, insufficient time to implement the project's activities was the third most frequently mentioned barrier to project implementation. Among the global partners, 29% per cent said that the timescale for the project was insufficient. The barriers to project implementation mentioned most frequently by survey respondents were insufficient resources to implement the project and activities and high administrative burden (both equally frequently reported). This conclusion is supported by the 2018 Narrative Report, which states: *"Overall, most Country Focal Points and international partners have been continuously highlighting the relatively limited life-span of this rather complex initiative as a general challenge"*.<sup>36</sup> The Narrative Report explained it as the result of the delayed recruitment of project Focal Points in partner organizations, together with a lack of nomination and effective engagement with the initiative by Country Focal Points, limited capacities at country level to

<sup>36</sup> 2018 Project Narrative Report.

kick off the project’s activities, and that the time needed to develop a teacher policy had been clearly under-estimated in the initial project proposal.

As shown in Figure 13, similar findings were derived from the survey of country-level stakeholders. More than 30% found the project’s timescale either somewhat or even completely insufficient.

**FIGURE 13. SHARE OF NATIONAL STAKEHOLDERS’ VIEWS WHO FOUND THE TIMESCALE AT NATIONAL-LEVEL SUFFICIENT OR INSUFFICIENT. IN % (N=21)**



Source: PPMI survey among national stakeholders. The survey question was formulated as follows: “Do you think the project had enough resources to efficiently implement the project and achieve its objectives in your country: Time scope?”

In addition, interview data suggest that delays occurred due to: 1) delayed feedback from the international SC; 2) delayed transfers of funds from UNESCO to the country teams; 3) lengthy approval processes; and 4) the COVID-19 pandemic. One interviewee explained: *“No, not all project activities were implemented on time. Some activities were delayed because the project activities needed to go through a series of approvals processes. Some of the timelines were not met due to the length of the bureaucratic procedures required for each step of approval. One of the challenges was the bureaucratic administrative processes within UNESCO.”*<sup>37</sup>

### 5.3. Effectiveness

**Effectiveness** is understood as the extent to which the intervention has achieved, or is expected to achieve, its objectives (outcomes). In this section, we discuss the achievement of the planned project outputs, and how these achievements contributed to the two intermediate outcomes.

The aim of the NTI was to establish international and national partnerships between key stakeholders working on teacher education (in four pilot countries – Burkina Faso, Ghana, Malawi, and Uganda), to strengthen a holistic and synergized approach to teacher development and support<sup>38</sup>. The NTI pursued two specific objectives (outcomes):

<sup>37</sup> Interview with a national stakeholder.

<sup>38</sup> Norad (2015). Norads årsrapport 2015. Available at [https://www.nsd.no/polsys/data/filer/aarsmeldinger/AN\\_2015\\_4802.pdf](https://www.nsd.no/polsys/data/filer/aarsmeldinger/AN_2015_4802.pdf).

1. *Improving coordination among the partner organizations at the **global level** (section 4.3.1) and **national level** (section 4.3.2).*
2. *Strengthening **national** teacher policies that impact teaching and learning to achieve SDG 4.c. (section 4.3.3.)*

These two objectives are implicitly interlinked, since improving coordination among the partner organizations was expected to positively contribute to the enhancement of teaching and learning on the ground. In addition, feedback at the national level was used to update the cooperation framework to enhance global cooperation for teacher policies and SDG 4.c.

In each country, the same outputs were foreseen. The activities towards achieving the output included common activities (mapping of activities involving teacher initiatives, developing a cooperation framework, participation in regional conferences) as well as activities designed specifically for the individual country context (e.g. country-specific capacity-building workshops).

In the sections below, the report assesses to what extent the activities planned at global and national levels were implemented, and to what extent they achieved the targets and objectives set.

### 5.3.1. Achievement of the project objective at **global level**: improved coordination among partner organizations

The NTI addresses its **first objective** (the global dimension) by bringing more coordinated support to the target countries. At international level, the NTI is coordinated by UNESCO and consists of seven partners (UNESCO and the International Task Force on Teachers for Education 2030, EI, GPE, the UNHCR, UNICEF, the ILO, and the World Bank).

The NTI is seen by some partners as having provided the spaces needed to discuss difficult issues relating to teacher policies, and to address the fragmentation of initiatives for teachers led by different projects<sup>39</sup>. On the other hand, two out of the seven global partners regard the NTI as having not managed to comprehensively achieve its role of becoming an umbrella intervention uniting and facilitating synergies between the efforts of different global partners, and has instead been perceived as yet another initiative with questionable added value<sup>40</sup>.

#### 5.3.1.1 Delivery of the expected outputs

The first project outcome comprised one output:

**TABLE 1. ACHIEVEMENT OF TARGETS RELATED TO OUTCOME 1 AT THE GLOBAL LEVEL**

PLANNED RESULT	INDICATORS	TARGET	ACHIEVEMENT STATUS
<b>Output 1.1.: agreed-upon cooperation framework for collaboration across partner organizations</b>	Written framework in place among the seven partners, including models of partnership for each of the four target countries.	One cooperation framework by April 2021	A first draft prepared in December 2018; second draft prepared in December 2019.

<sup>39</sup> Interviews with global partner.

<sup>40</sup> Interview with a global partner.

According to the project documentation, the global cooperation framework was established following a period of consultation involving organizational partners at global level, together with a review of existing international cooperation frameworks<sup>41</sup>. The structure was set up by UNESCO and the ILO. Inputs that fed into this process included the partner Survey Response documents and the resulting compilation of partner priorities and the Joint Programme Document. Subsequently, a first draft of the cooperation framework was prepared in December 2018, which was further revised in December 2019. The final cooperation framework is expected to be ready in October 2021.

However, the external assessment of the NTI conducted in 2019 found variations in the levels of contributions made by partners to the development of the cooperation framework and partnership modalities. *“For example, the compilation of partner priorities includes significant content and analysis from EI, ILO, and UNICEF, summary inputs from UNESCO and UNHCR and no contributions from GPE and World Bank. Similarly, for the Cooperation Framework, it is reported that, in response to requests from UNESCO as project lead, EI, ILO and UNHCR each drafted chapters while GPE, UNICEF and World Bank did not provide any input despite several invitations.”*<sup>42</sup> The 2019 external assessment, in line with the interviews with global partners conducted for the present evaluation, found a general perception that the cooperation framework was not developed in partnership across the consortium, and that the process lacked transparency and smooth coordination. There is also general regret at the failure to involve country level stakeholders in the programme development from the outset of the project, which would have enabled the project to better reflect context-specific perspectives and priorities in the programme design, conceptual and results framework, as well as to ensure better uptake and ownership at the country level.

However, based on the recommendations formulated in the 2019 external assessment, UNESCO initiated consultations with partners at the end of 2019 to identify solutions as to how these gaps could be addressed and how global cooperation could be improved<sup>43</sup>. UNESCO also organized consultations with the NTI partners in early 2020, which helped to clarify their mutual expectations regarding roles and responsibilities, and to identify areas for improvement. A new monitoring and reporting tool, co-created by UNESCO and UNICEF, allowed for a stronger focus on results reporting and self-assessment by the country Focal Points. In addition, UNESCO, in collaboration with international partners, agreed to set up monthly meetings of international partners to better facilitate information exchange, with a view to strengthening coordination. Regular virtual meetings proved useful for strengthening the draft cooperation framework. EI, the ILO and UNHCR contributed by (co)-drafting specific sections, namely on ‘communications’ (EI), ‘tools and resources’ and the ‘governance and working arrangements’ (ILO), as well as ‘monitoring and evaluation’ (UNHCR). All partners except the World Bank regularly attended meetings after 2019.

In addition, the collaborative workspace launched in 2019, hosted on UNESCO’s intranet (UNESTEAMS) using SharePoint software, contributed to the smooth and transparent exchange of

---

<sup>41</sup> Narrative project report, Jan-Dec 2018.

<sup>42</sup> NTI external assessment report 2020.

<sup>43</sup> Narrative project report, 2019. Interviews with a global partner and donor.

information between partners, and helped improve coordination to address the gaps identified in the 2019 external assessment report<sup>44</sup>.

### 5.3.1.2 Main challenges and opportunities

Based on interviews with the global partners, several general factors are seen to have contributed to the limited synergies and collaboration between stakeholders at global level during the project's lifetime, many of which have already been highlighted in 2019 external assessment report:

- The overall project design *lacked sufficient Inception time for project preparation* and conceptualization, which resulted in a lack of clarity among the partners involved as to the overall objectives of the project and the expected contributions of each partner. The subsequent lack of simultaneous allocation of Focal Points caused a certain misalignment in the partnership.
- *Sufficient time should have been allocated for the development of the cooperation framework first*, with a view to determining how it could help to achieve the project results in the pilot countries, rather being as a standalone parallel and isolated output. Interviews with global partners highlight that focusing on practical aspects of collaboration with clearly defined roles, activities and deadlines is equally crucial to the establishment of the theoretical framework.
- The *diverse working modalities of the consortium partners* and lack of clear mechanisms to support inter-agency cooperation, and as a result the perceived variable levels of commitment among the global partners. The involvement of non-UN partners caused difficulties in the transfer of funding from UNESCO as the lead partner, to the other partners. An Implementing Partner Agreement was concluded with EI, but GPE could not receive money from UNESCO for legal and administrative reasons.<sup>45</sup>
- Although improved in 2020 compared with previous project years, some international organizations continued to experience *turnover of Focal Points*, raising concerns about institutional memory and the continuity of established practices. Adequate funding and a formalized partnership (through an institution, for example) would be instrumental to ensuring coordination among partner organizations.

Further challenges cited by some stakeholder representatives include a perceived pre-defined donor-driven agenda (which was also mentioned in the 2019 external assessment report) and conflicting priorities between the need to establish efficient global cooperation processes and mechanisms on the one hand, and the distribution of the majority of the project funding to the country level activities on the other (when facilitating global cooperation also required sufficient human resources at the global partners' headquarters).

Many of these issues were also highlighted by respondents to the stakeholder survey as key barriers hindering the successful implementation of the project at a global level (see Figure 14 below).

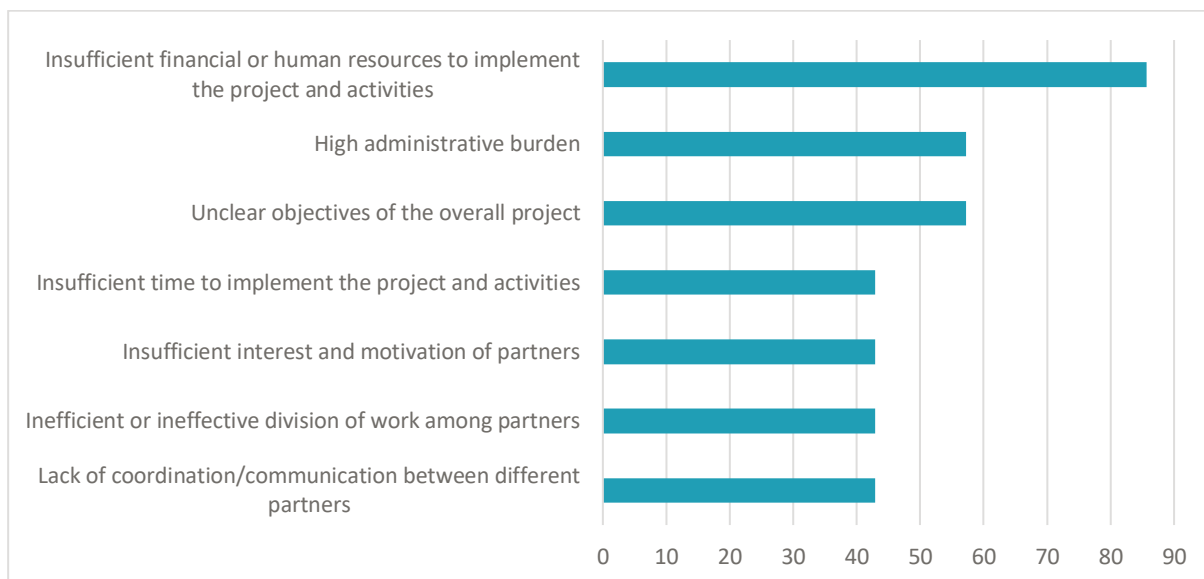
---

<sup>44</sup> Narrative project report, 2020. Interviews with global partners and donor.

<sup>45</sup> Narrative project report, 2020. Interview with a global partner.



**FIGURE 14. SHARE OF GLOBAL PARTNERS IDENTIFYING THE FOLLOWING BARRIERS TO THE PROJECT IMPLEMENTATION. IN % (N=7)**



Source: PPMI survey among global partners. The survey question was formulated as follows: “What were the main barriers or challenges hindering the project implementation on the global level?”

In addition to the challenges posed by partnership modalities, the key challenge to the implementation of project activities experienced since the external assessment has been the COVID-19 pandemic and ensuing mitigation measures, which have delayed progress on national and international activities and resulted in the re-prioritization of work activities to take into account the crisis situation. Virtual partner meetings have continued without interruption, however, and have allowed for the enhanced exchange of information and knowledge sharing, though the pandemic demonstrated the need to rethink modes of interactions online to ensure the quality of results<sup>46</sup>.

### 5.3.2. Achievement of the project objectives at national level: improved coordination among partner organizations

At the national level, the NTI was expected to interlink existing national and international coordination mechanisms such as the Local Education Groups or the Focal Points of the International Task Force on Teachers to advise and support governments in developing policies to support teachers. Establishing effective multi-partner cooperation requires clear and transparent communication, both internally and externally. In such a context, regular coordination meetings of a technical and strategic nature are one of the important factors ensuring the buy-in and engagement of local partners.

At country level, the NTI is seen as a key forum for engaging stakeholders on issues of teacher development, as well as a means of encouraging stakeholder collaboration. Some country-level stakeholders indicate that the NTI has acted as a means of pulling together a broad range of on-going teacher reform packages associated with the workforce and human resources, as well as country-level activities led by partner organizations.

<sup>46</sup> Narrative project report, 2020.

However, the 2019 external assessment highlighted that the NTI did not establish efficient vertical project coordination between global, regional and country offices. This had an impact on the levels of organizational participation and commitment at regional and country levels across all partners, including the project lead.

**5.3.2.1 Delivery of the expected outputs**

According to the project documentation, the majority of the expected outputs linked to the project objective of improving the coordination of partner organizations at national level have been completed and delivered.

**TABLE 2. ACHIEVEMENT OF TARGETS RELATING TO OUTCOME 1 AT NATIONAL LEVEL**

PLANNED RESULT	INDICATORS	TARGET	ACHIEVEMENT STATUS
Output 1.1.: agreed-upon cooperation framework for collaboration across partner organizations	Written framework in place among the seven partners, including models of partnership for each of the four target countries.	Cooperation framework with four models by April 2021	Four national cooperation frameworks were drafted. <b>Burkina Faso</b> Drafted and validated. <b>Ghana</b> Drafted and validated. <b>Malawi</b> The national cooperation framework was revised in 2020. In 2021, it will be validated by local authorities and the final version will be part of the exit strategy. <b>Uganda</b> A draft cooperation framework has been developed, pending discussion and approval by the teacher subsector actors in the country.
Output 1.2.: national authorities and teacher stakeholders are supported by partner organizations, through the cooperation framework, to develop/improve the target countries’ teacher policies.	National authorities and teacher stakeholders are supported by partner organizations, through the cooperation framework, to develop/improve the target countries’ teacher policies.	<ul style="list-style-type: none"> <li>• Burkina Faso: yes</li> <li>• Ghana: yes</li> <li>• Malawi: yes</li> <li>• Uganda: yes</li> </ul> By October 2021	Achieved and ongoing: partner organizations provided support, based on their area of expertise, through comments and feedback on country implementation plans, country project documents, country mapping reports and country activities.
Output 1.3.: overview is available of different initiatives targeting teachers that are taking place within each target country.	Overview is available of different initiatives targeting teachers that are taking place within each target country.	Mapping of the existing coordination initiatives (teacher-related) have been conducted in each target country by June 2019.	Three national country mapping reports were developed (Burkina Faso, Ghana, and Uganda). These reports will be published in 2021.  Malawi’s country mapping report to be redrafted in 2021.

Source: NTI narrative reports.

**5.3.2.2 Achievement of intermediate outcome: improved coordination among partner organizations at national level**

Most of the national stakeholders surveyed (90%) agree that the NTI helped to improve cooperation between national actors on the development of teacher policy (see Figure 15 below).

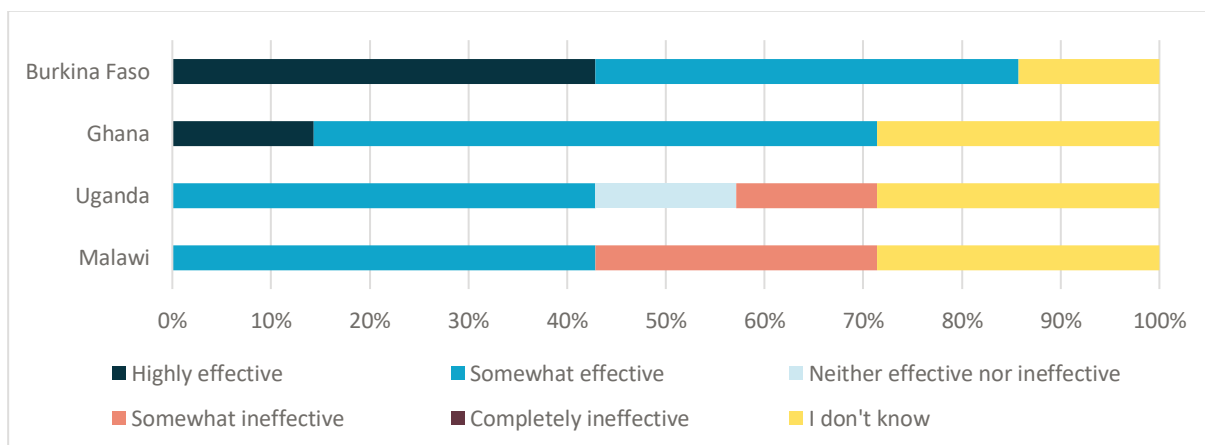
**FIGURE 15. SHARE OF NATIONAL STAKEHOLDERS WHO CONSIDER THAT OUTCOME ONE HAS BEEN ACHIEVED. IN % (N=21)**



Source: PPMI survey of national stakeholders. The survey question was formulated as follows: “To what extent do you agree or disagree with the following statements about the project results in your country: The project improved coordination between national authorities, teacher stakeholders, and other partners?”

The perceptions of global stakeholders were slightly different. With regard to Burkina Faso, 86% of global stakeholders believed the project was highly or somewhat effective. Similarly, 71% believed the project was effective in Ghana. However, only 43% of global stakeholders considered the project somewhat effective in Uganda and Malawi.

**FIGURE 16. SHARE OF GLOBAL PARTNERS WHO FOUND THE PROJECT EFFECTIVE FOR THE DEVELOPMENT OF PARTNERSHIPS ON THE NATIONAL LEVEL. IN % (N=7)**



Source: survey among global stakeholders. The survey question was formulated as follows: “To what extent do you think the project activities were effective to develop partnerships and coordination mechanisms for teacher policy at the country level?”

Indeed, prior to the NTI, none of the four countries possessed a clear cooperation structure regarding teachers’ issues. Through the NTI, four national cooperation frameworks were developed. Furthermore,

the national NTI governance mechanisms and the LEGs are key mechanisms for coordination among the project partners and with other major education and teacher stakeholders<sup>47</sup>.

- In **Burkina Faso**, a team comprising UNESCO, the human resources department and the cooperation department of the Ministry of National Education, Literacy and Promotion of National Languages (MELPNL) proposed a national cooperation framework document, which in 2020 was finalized and shared for comments through validation workshops. Prior to the NTI project, the Ministry of Education did not possess a document summarizing the partners' interventions with regard to teachers and teaching. The NTI has provided a clearer picture regarding educational planning in Burkina Faso.<sup>48</sup>
- In **Ghana**, the Ghana Teacher Task Force (GTF), the NTI Technical Committee (TC), and Steering Committee (SC) have become the main platforms for discussing teacher policy issues and actions. During the reporting period, the partners finalized the national cooperation framework for Ghana after several reviews. The cooperation framework documents how cooperation takes place, and indicates the various mechanisms put in place at various levels. It also contains assessment criteria to assess the partnership's effectiveness and to document the lessons learned.<sup>49</sup>
- In **Malawi**, a national cooperation framework was developed and implemented through existing government structures such as the Teacher Working Group (TWG), developed within the NTI's Technical Committee. The implementation of the national cooperation framework reinforced existing structures in the teacher education subsector, which allowed for further agreement around NTI priorities and ensured better coordination with other initiatives.<sup>50</sup>
- In **Uganda**, convergence was found among partner organizations on the need for a cooperation framework. The NTI facilitated the circulation to partner organizations of the draft cooperation framework for comments, prior to its discussion and eventual adoption. The cooperation framework is envisaged to streamline teacher interventions in the country, provide a framework for partners to share information and minimise duplication.<sup>51</sup>

Most of the stakeholders interviewed at national level witnessed an increase in cooperation during the NTI project period. Generally, stakeholders from all four countries indicated that the NTI project facilitated discussion and interaction between organizations that do not usually work together on policy design. Through the NTI, social dialogue platforms were created that allowed for such collaboration.

The added value of this new and enhanced collaboration, according to stakeholders, mainly related to the fact that newly produced documents and policies are now built through consensus and through the interaction of diverse perspectives.

“A key change in **Ghana** is the consensus and collaboration that came about as a result of bringing together the different stakeholders. Previously, the ministry adopted a particular policy and then you have different teacher unions coming and saying that we disagree, we don't want this or that because

<sup>47</sup> NTI Narrative report, 2020.

<sup>48</sup> NTI Narrative report 2020.

<sup>49</sup> NTI Narrative report 2020.

<sup>50</sup> NTI Narrative report 2020.

<sup>51</sup> NTI Narrative report 2020.

of the approach used. However, because right from day one we brought together all the regular stakeholders we ended up having a document that everybody supports.”<sup>52</sup>

“In particular, this initiative brought stakeholders closer to the government through the **Uganda** Ministry of Education and Sports (MoES). From our standpoint as a labour union, previously, there was a perception that the MoES officials were always fighting with the union officials. We pointed out the gaps in interventions implemented by the government, and they held the view that union officials are simply opposing what the government is doing. The NTI helped us start a new working relationship with MoES officials; subsequently, we conducted joint field missions.”<sup>53</sup>

These perspectives were also shared by some of the global partners.

### 5.3.2.3 Main challenges faced

The lack of country offices and country-level engagement of some global partners hindered the close vertical coordination between global partners and national stakeholders. This lack of close support caused several challenges at national level that affected achievements towards the outcome of close cooperation among partners<sup>54</sup>.

- Lack of awareness among country-level stakeholders as to their roles and responsibilities. This caused confusion, as well as differing levels of engagement among both global- and national-level stakeholders.
- The delayed recruitment and engagement at country level of government-appointed Country Focal Points impacted on the commencement of project activities (UNESCO 2019 p21).
- During the early stages of the project, many government focal points frequently lacked the required technical capacity or available time resources outside of their other commitments to lead delivery of the NTI’s country-level outputs.
- All country-level stakeholders highlighted challenges emerging from the procedures and timeframes associated with communicating with partner organizations at global level. While these stakeholders acknowledged that the programme was in the process of development, they shared a common sense of frustration at the amount of time taken by the global organizational partners and project led to respond to country-level submissions.

Aside from managerial aspects, several challenges emerged with regard to the content and design of the NTI project, and its functioning in the partner countries.

- Several stakeholders stated that the NTI has not always operated successfully through existing structures at country level. Depending on the national context, the country-level missions instead spent time setting up new modalities rather than working through the pre-existing forums.
- A global partner, as well as several national stakeholders, noted that some countries perceive trade unions as the “enemy” (i.e. the people who complain and go on strike). Therefore,

---

<sup>52</sup> Interviewed stakeholder from Ghana

<sup>53</sup> Interviewed stakeholder from Uganda

<sup>54</sup> 2019 external assessment

sometimes Ministries did not show interest or buy into activities aimed at building the capacity of unions. For example, the global partner noticed that ministry officials in Malawi barely participated in the social dialogue workshops organized by the global partner. This was seen as a major obstacle to achieving the objectives towards enhanced collaboration.<sup>55</sup>

- Another global partner noted that the project’s design did not account for the different contexts of the partner countries, but expected uniform progress in the countries over the project period. Uganda already had a teacher policy, and each country possessed a different number of teachers’ unions, and different engagement with them. Therefore, the countries did not progress in a similar manner, as expected in the results framework.<sup>56</sup>

Lastly, certain challenges emerged in particular countries.

- In **Uganda**, actors in private education noted that the initiative was dominated by public sector players, to the detriment of private players, even though private providers play an essential role in the delivery of education services in Uganda.<sup>57</sup>
- In **Burkina Faso**, a ministry official noted that it would have been better if more unions had been involved, since the composition of the partnership included only half of the country’s teacher unions.<sup>58</sup> In fact, education stakeholders mentioned that teacher unions were not involved in all stages of the project, but only at intermediate stages.<sup>59</sup>

#### 5.3.2.4 Differences between the countries explained

Overall, stakeholders felt that the NTI has contributed to better alignment and cooperation regarding teacher issues among various actors at country level, although various contextual factors should be considered, which defined the success of the partnerships in the four pilot countries.

First, it is important to highlight the differences in national approaches taken to improve alignment and cooperation<sup>60</sup>:

- Burkina Faso’s use of the pre-existing ‘Cadre Partenarial’, a national framework of partners, as a key channel for the coordination of the NTI.
- Ghana’s establishment of the Ghana Teacher Task Force (GTTF), a multi-partner group appointed to coordinate and deliver on a range of NTI-associated outputs.
- Malawi’s establishment of the NTI national Steering Committee, which includes key development partners such as Action Aid, the UK’s Department for International Development, the ILO, the Japan International Cooperation Agency, the UNHCR, UNICEF and the World Bank.
- Uganda appointed the Teacher Instructor Education and Training Department (TIET) at Ministry of Education and Sports (MoES) as the project lead - while UNESCO is stated as the project lead among the organizational partners, the NPO and other UNESCO appointees report to TIET.

---

<sup>55</sup> Interview with a global partner and with national stakeholders.

<sup>56</sup> Interview with a global partner.

<sup>57</sup> Interviewed stakeholder from Uganda.

<sup>58</sup> Interviewed stakeholder from Burkina Faso.

<sup>59</sup> Interviewed stakeholder from Burkina Faso.

<sup>60</sup> UNESCO Narrative report 2019

One of the important success factors for better coordination at country level is the fact that Country Focal Points nominated by their ministries are also the focal points for UNESCO’s TTF initiative. The levels of NTI’s engagement with the above, and the effectiveness of these mechanisms, can be assumed as being central to the attainment of country-level outcomes.

Additional issues highlighted by the stakeholders consulted include:

- The country mapping exercise was essential to provide an overview of teacher matters at a country level, but also to identify all partners involved in teacher-related projects/programmes. However, there were variations in how successfully countries conducted this exercise; for example, in Malawi the process was difficult, due to the difficulty of recruiting experts.
- The creation of formal Steering and Technical committees at country level also varied between countries: Ghana started strongly with the creation of a teacher task force, and used the same persons to participate in the Steering and Technical committees; Malawi appears not to have maintained its Steering and Technical committees, but has ended up creating a new working group; Burkina Faso relied on existing structures, the financial and technical partners, which facilitated ownership and sustainability. Uganda appears to be missing expertise in leadership at ministry level.

### 5.3.3. Achievement of project objectives at national level: strengthened national teacher policies

To elaborate strategies to strengthen national teacher policies and plans, the NTI focused on *holistic* teacher policies and attempted to address topics such as the *recruitment, motivation, training, remuneration* and *social participation* of teachers, as well as the *data-driven* and *performance-based evaluation* of governance systems. As a result, teacher policy documents had been drafted in all four countries by 2020. Burkina Faso and Ghana submitted their teacher policies for review by the global partners, while Malawi is still working to finalize its policy.

#### 5.3.3.1 Delivery of the expected outputs

The NTI organized and implemented several activities to ensure that the above outputs are delivered, and teacher policies are strengthened. Table 3 below indicates that most targets related to the teacher policy design were achieved.

**TABLE 3. ACHIEVEMENT OF TARGETS RELATED TO OUTCOME 2**

PLANNED RESULT	INDICATORS	TARGET	ACHIEVEMENT STATUS
Output 2.1.: improved capacity of ministries to develop and implement teacher policy.	Number of ministry staff involved and/or trained in teacher policy development and implementation.	Number of ministry staff involved and/or trained in teacher policy development and implementation: <ul style="list-style-type: none"> <li>• Burkina Faso: 120</li> <li>• Ghana: 30</li> <li>• Malawi: 30</li> <li>• Uganda: 30</li> </ul>	<p><b>Burkina Faso</b> (achieved) 165 Ministry of Education staff involved in the development of policies on teacher issues in 2020.</p> <p><b>Ghana</b> (achieved) 50 people (30 from Ministry and agencies and 20 from DPs) involved and/or trained in teacher policy development and implementation in 2020.</p> <p><b>Malawi</b> (achieved) 25 Ministry of Education officials and five other stakeholders involved and trained in 2020.</p>

			<p><b>Uganda</b> (achieved) 30 Ministry officials participated in the development of the implementation plan for the teacher policy, as well as its dissemination, in 2020.</p>
<p><b>Output 2.2.: national data on teachers is available in EMIS and used</b></p>	<p>Availability of quality data on teachers in the Education Management Information System (EMIS).</p>	<p>Access to quality data on teachers (EMIS):</p> <ul style="list-style-type: none"> <li>• Burkina Faso: yes</li> <li>• Ghana: yes</li> <li>• Malawi: no</li> <li>• Uganda: yes</li> </ul>	<p>Partially Achieved.</p>
	<p>Active use of EMIS data on teachers.</p>	<p>Active use of EMIS data on teachers:</p> <ul style="list-style-type: none"> <li>• Burkina Faso: yes</li> <li>• Ghana: yes</li> <li>• Malawi: no</li> <li>• Uganda: yes</li> </ul>	<p>Achieved only in Uganda The MoE is already using the teacher data on TMIS for teacher management.</p>
<p><b>Output 2.3.: teacher policy dialogue mechanisms that established that include teacher stakeholders (social dialogue).</b></p>	<p>Number of teachers, teacher organizations, and other relevant stakeholders involved in the teacher policy dialogue in the target countries.</p>	<p>Number of teachers and stakeholders</p> <ul style="list-style-type: none"> <li>• Burkina Faso: 50,000</li> <li>• Ghana: 500</li> <li>• Malawi: 400</li> <li>• Uganda: 400</li> </ul>	<p><b>Burkina Faso</b> Achieved. Activities mostly targeted teacher union leaders.</p> <p><b>Ghana</b> Ghana held a regional stakeholder meeting in all 10 traditional regions, which involved all teacher unions making inputs into the final documents.</p> <p><b>Malawi</b> Two social dialogue workshops conducted in 2020 were attended by 340 participants in total. In 2019, an estimated 300 teachers were involved.</p> <p><b>Uganda</b> (achieved) Around 400 teachers and 100 other relevant teacher stakeholders participated in the teacher working group meeting and the teacher education symposium in 2020.</p>
	<p>National mechanisms for inclusive teacher policy dialogue in place in the target countries.</p>	<p>Number of teacher organizations:</p> <ul style="list-style-type: none"> <li>• Burkina Faso: 30 (30 organizations)</li> <li>• Ghana: 5 (5 organizations)</li> <li>• Malawi: 30 (6 organizations)</li> <li>• Uganda: 50 (4 organizations)</li> </ul> <p>Other relevant stakeholders:</p> <ul style="list-style-type: none"> <li>• Burkina Faso: 50</li> <li>• Ghana: 10</li> <li>• Malawi: 20</li> <li>• Uganda: 400</li> </ul> <p>National mechanisms:</p> <ul style="list-style-type: none"> <li>• Burkina Faso: 1</li> <li>• Ghana: 1</li> <li>• Malawi: 3</li> <li>• Uganda: 1</li> </ul> <p>By April 2021</p>	<p>National mechanisms providing space for dialogue on teacher issues were established in all four countries.</p>
<p><b>Output 2.4.: capacity built among teacher organizations for policy dialogue</b></p>	<p>Number of teacher organizations participating in development and implementation of teacher policy (part of the dialogue).</p>	<p>Number of teacher organizations</p> <ul style="list-style-type: none"> <li>• Burkina Faso: 30</li> <li>• Ghana: 5</li> <li>• Malawi: 3</li> <li>• Uganda: 4</li> </ul> <p>By April 2021</p>	<p>Achieved.</p>
<p><b>Output 2.5.: knowledge shared across countries</b></p>	<p>Number of events and meetings between target countries.</p>	<p>Number of events and meetings between target countries: 4</p>	<p>Achieved.</p>
	<p>Degree of participation in knowledge-sharing activities</p>	<p>Number of participants in activities at country level:</p> <ul style="list-style-type: none"> <li>- Burkina Faso: 25</li> <li>- Ghana: 25</li> </ul>	<p>Achieved.</p>



nationally, regionally and globally	<ul style="list-style-type: none"> <li>- Malawi: 25</li> <li>- Uganda: 25</li> </ul> Number of participants in activities at regional level: 80 Number of participants in activities at global level: 250	
A communication platform being made available to national authorities and teacher stakeholders to share information about teacher policy activities.	Communication platform: 1	N/A

Source: UNESCO Narrative reports.

The activities implemented at national level in the four countries are diverse, ranging from social dialogue initiatives such as expert groups and councils to developing guidelines<sup>61</sup> and assessment mechanisms. Due to the high-level nature of some of the policy processes initiated by the NTI, these activities were sometimes limited in scope, focusing on one region, certain teacher groups, or policy makers.

In addition to in-country work, the NTI arranged activities to enable the four target countries to share their experiences and knowledge. For example, EI organized training workshops in all countries to strengthen teacher unions and enable them to better represent their profession to the authorities. In February 2019, the UNESCO International Institute for Capacity Building in Africa hosted a National Project Officer (NPO) and Country Focal Point (CFP) Coordination Meeting in Addis Ababa, Ethiopia.

<sup>62</sup>

Regional forums and workshops were another means through which the NTI and relevant organizations developed the capacities of the four countries involved in the project. In May 2019, a two-day regional forum organized by UNESCO and EI took place in Ghana, entitled ‘Strengthening Social Policy Dialogue in the Education Sector in Africa’<sup>63</sup>. Following these events, participants signed a declaration, effectively expressing their commitment to the furthering of social and policy dialogue in their countries.

Other events included a 2019 regional workshop in Dakar, organized with the support of the UNESCO Regional Office for Western Africa and in close collaboration with IICBA, IIEP - Pole de Dakar and the TTF<sup>64</sup>. A follow-up regional event, organized by the Teacher Task Force, took place in Dubai under the theme ‘The Futures of Teaching’. This sought to analyse emerging trends and challenges, as well at the

<sup>61</sup> UNESCO, UNHCR, TTF, EI, The World Bank, ILO, GPE, UNICEF (2020) ‘Guidance note on developing a crisis-sensitive teacher policy’. Available at: <https://teachertaskforce.org/knowledge-hub/Strengthening-Multi-Partner-Cooperation-to-Support-Teacher-Policy-and-Improve-Learning> Accessed 18.03.2021.

<sup>62</sup> IICBA (2019). IICBA Hosts the Norwegian Teacher Initiative’s ‘Strengthening Multi-Partner Cooperation to Support Teacher Policy and Improve Learning’ Coordination Meeting. Available at: <http://www.iicba.unesco.org/?q=node/336> Accessed 18.03.2021.

<sup>63</sup> ‘Strengthening Multi-Partner Cooperation to Support Teacher Policy and Improve Learning’ Report (2019)

<sup>64</sup> The NTI strengthens countries’ capacities to develop and implement national teacher policies in Dakar, Senegal. News item/NTI July 2019 Communications

progress made by relevant stakeholders and the four member countries towards achieving the SDG target on teachers<sup>65</sup>.

Since February 2020, the implementation of activities at country and regional levels has been strongly impacted by the COVID-19 pandemic. Numerous activities have been suspended, slowed down or placed on hold. In response to this situation, UNESCO, in consultation with beneficiary countries, adjusted where feasible the modes of project delivery, and responded to the additional needs identified in the context of the health crisis, while remaining within the scope of NTI's expected outputs. Similarly, global level activities as well as the cooperation framework itself were adjusted.

### 5.3.3.2 Achievement of intermediate outcome: strengthening national teacher policies

Stakeholders in all four countries stated clearly that significant progress had been made towards the development and implementation of national teacher policies as a result of the NTI project.<sup>66</sup> The work carried out by the National Project Officers has been instrumental in strengthening the capacities of Country Focal Points to drive the implementation of the NTI towards the expected outputs and outcomes, even in the context of the COVID-19 pandemic.

#### BOX 1. INDICATIONS ON THE ACHIEVEMENT OF OUTCOME TWO

The education system in **Burkina Faso** has experienced many difficulties, including strikes by teachers demanding better working conditions, which have hindered the smooth running of schooling. As a result of the NTI project's activities, the country has been able to develop a coherent and well-documented teacher policy that encompasses multiple dimensions in synergy with one another.

In **Ghana**, the government has recognised the CNTP teacher policy as a critical policy document in addressing teacher issues in the country. This is evident in several references made by the President of Ghana with regard to the teacher policy, and his determination to ensure that it was implemented to achieve the desired results.

In **Malawi**, the development of the National Teacher Policy was also advanced through the NTI. With the support of a consultant, the Ministry of Education has engaged academia, development partners, the Teachers Union of Malawi, teacher training colleges, civil society organizations, and teachers from both primary and secondary schools to contribute to the policy development, thus ensuring that the new policy responds to the needs and context in the country. To achieve this, several consultation meetings were held to collect inputs from a broad number of stakeholders. The MoEST also established a core team to critically review the development of the policy.

**Uganda** already had a teacher policy in place; however, previous studies have recommended the development of a National Teacher Policy as a framework for professionalizing, standardizing and better managing the teaching profession to improve the quality of teaching and learning. Through the NTI, such a framework was developed, and the country mapping helped to provide a complete

<sup>65</sup> The NTI takes stock of progress made in support of teacher policy and improved learning outcomes at 12th Policy Dialogue Forum in Dubai.

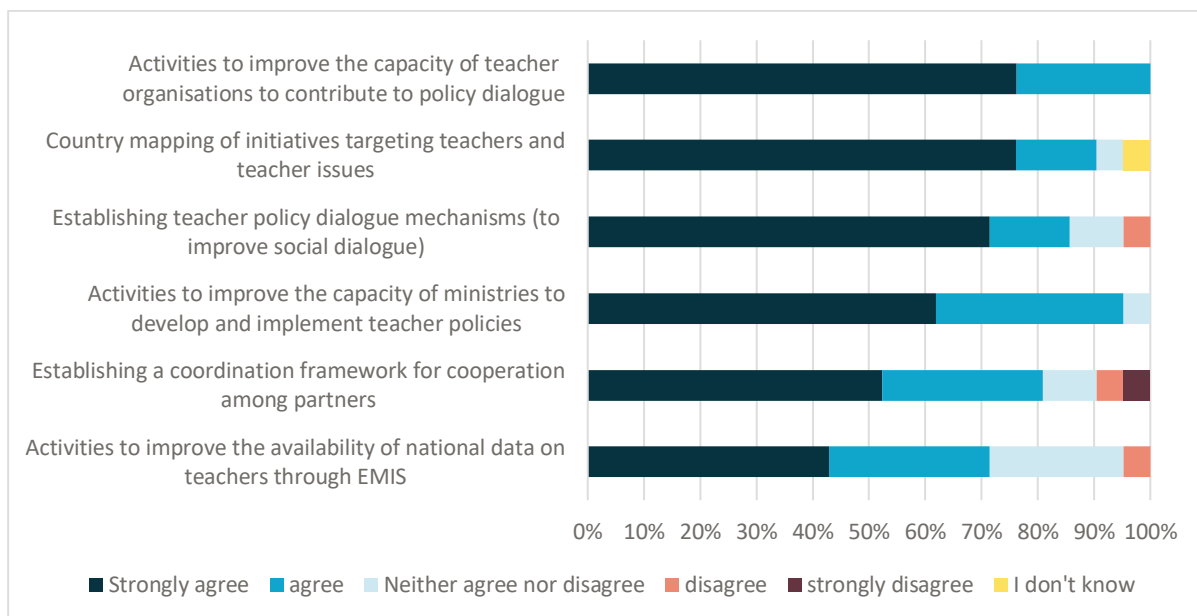
<sup>66</sup> Interviews with stakeholders from all four countries.

picture of all the initiatives already taking place, as well as facilitating the building of synergies and minimizing duplication between partners in the teacher subsector.

Source: UNESCO narrative reports, triangulated with national interviews.

The stakeholders surveyed and interviewed largely agreed that NTI’s activities were instrumental to the further development and strengthening of national teacher policies (see Figure 17 below). However, the cooperation framework and efforts to improve the availability and use of EMIS data are regarded as having been somewhat less successful. Some stakeholders indicated that partners continued to work in silos, and while the availability of data on teachers has improved, its use for the effective management of teacher policies at national level remains fragmented.

**FIGURE 17. SHARE OF NATIONAL STAKEHOLDERS WHO FOUND THAT THE FOLLOWING ACTIVITIES BROUGHT POSITIVE RESULTS IN THEIR COUNTRY. IN % (N=21)**



Source: survey of national stakeholders. The survey question was formulated as follows: “To what extent do you agree or disagree that the following activities brought positive results? (i.e. they supported the development and improvement of teacher policies, improved teaching and learning, and contributed to improved coordination between stakeholders)”

Some of the key factors contributing to positive results that were mentioned by stakeholders include:

- Mobilization and involvement of key teacher policy stakeholders, albeit with some remaining challenges (as discussed in the next section).
- Relevance of the project’s activities to the needs and priorities of each country, thanks to comprehensive mapping exercises conducted by the project.
- Commitment and buy-in of national stakeholders (mostly teacher unions) involved in later stages of the project.
- Good project and event management.

### 5.3.3.3 Main challenges faced

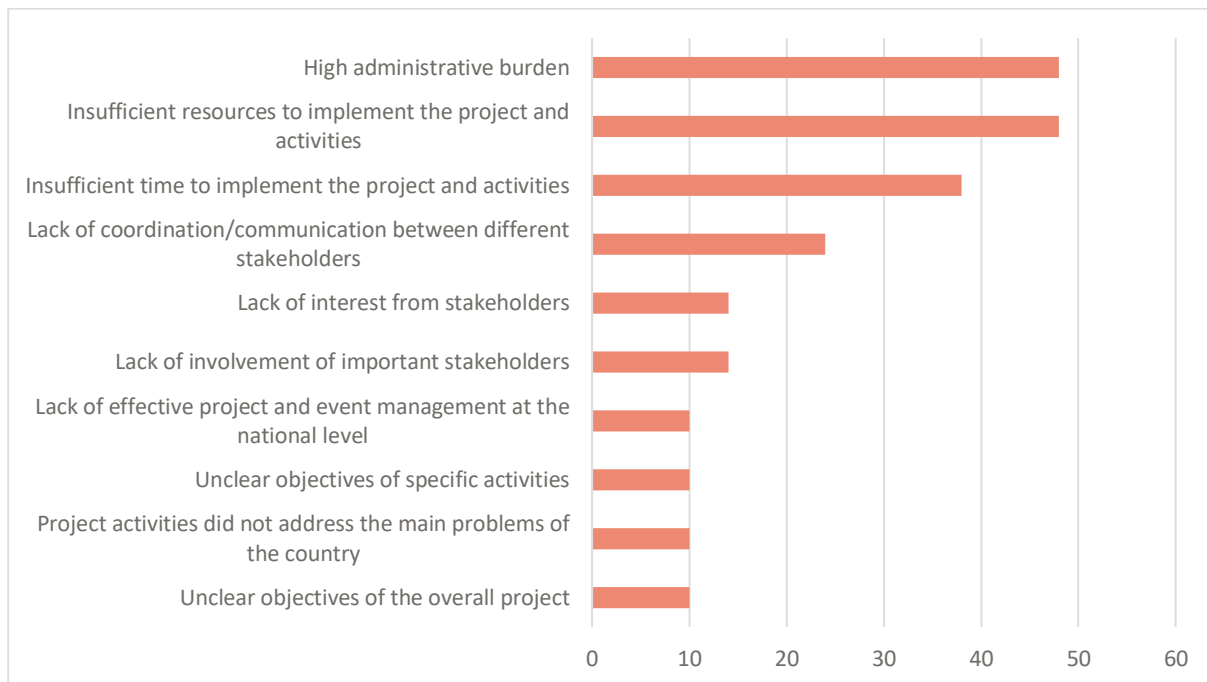
Even though the project has managed to set up the cooperation frameworks and draft comprehensive national teacher policies (which is an important step towards strengthening their dimension), the implementation of these policies remains an issue.

the majority of stakeholder interviews highlighted the following challenges, which have prevented the attainment of a bigger impact over the lifetime of the project:

- Difficulties in the involvement and lack of commitment/buy-in of key country stakeholders during the initial stages of the project. As a result, opportunity were missed to ensure their input into the design and conceptualization of country-level activities.
- While the NTI activities have attracted active participation from representatives of teacher unions, the involvement of the wider circle of teachers in dialogue and capacity-building activities was limited (due to high administrative burden and resources, and in later years due to COVID-19 restrictions). According to the stakeholders, this was one of the main lost opportunities for the project to produce a greater impact during its lifetime.
- Tensions and lack of communication/collaboration between different types of national stakeholders at the beginning of the project (e.g. between teacher unions and ministry officials); however, such collaboration was eventually facilitated through the NTI.
- Even where there was support from NPOs at country level, stakeholders felt that the coordination with already existing structure was not always effective. The project was very top-down, with outcomes and all of the results frameworks being decided at HQ level. The initiative could have been much more successful, with concrete impact, if it had been more bottom-up, developed with the countries and using existing structures and human resources.
- Lack of alignment between NTI project activities and broader education policy planning at country level (for instance, no integration on country sectoral plans).
- The project appears to have focused more on solving operational and coordination issues and producing procedural outputs, rather than keeping in mind the agreed results framework. Some stakeholders felt that in the race to design formal cooperation frameworks, the partners lost the vision of actual teacher policy development outcomes that the project aimed to achieve.

These reflections are also in line with the key barriers mentioned by the national stakeholders in the survey (see Figure 18 below).

**FIGURE 18. SHARE OF NATIONAL STAKEHOLDERS IDENTIFYING THE FOLLOWING BARRIERS TO THE PROJECT IMPLEMENTATION. IN % (N=21)**



Source: PPMI survey of national stakeholders. The survey question was formulated as follows: “What have been the main barriers or challenges to the implementation of the project activities?”

One of the current core challenges of the NTI project is ensuring the continuity of its activities. Due to the short implementation timeframe for activities and reforms, there is a risk that neither the level of activities nor their impact can be sustained.

### 5.3.4. Enhanced capacity of stakeholders

An important outcome that facilitates impact and sustainability is the enhanced capacity of stakeholders to cooperate towards the development, implementation, and monitoring of teacher policies.

**Various examples and evidence were found of activities intended to enhance the capacity of stakeholders and participants in the project. Stakeholders more often indicated or referred to the improved capacity of teacher representatives than of ministries.**

The project’s activities included various dimensions of capacity building through training sessions, workshops and international conferences. Stakeholders were either trained directly, or their capacity was built indirectly through collaboration over policy development and other project activities. The stakeholders interviewed (both authorities and teacher organizations) indicated that their capacity to work on teacher policies was enhanced as a result of the project.

“All of us learned a lot from the project in **Ghana**. I have been part of policy development for many years, but I would say that I learned several things from the people I worked with. It was a learning process for each one of us in the Technical Committee, and I’m sure that everyone went away with

some take-aways that would form part of our own experiences and contribute to how we would work from now on.”<sup>67</sup>

“It also exposed us to other forms of learning regarding policymaking, including how to develop a policy and critique a policy; all those were suitable lessons for the teachers and the **Uganda** government to appreciate what processes one should go through to come up with a good policy.”<sup>68</sup>

Some ministry representatives also indicated they had enhanced their capacity for development and implementation of teacher policy<sup>69</sup>. The enhanced capacity of ministries was also noted by the international partners<sup>70</sup>.

However, it is clear from the research that improved capacity, knowledge and skills were far more clearly recognizable (or at least reported more often) among teacher representatives. A likely reason for this is that teacher representatives were newly engaged in policy dialogue and policy development, in comparison to ministry officials.

## 5.4. Likelihood of impact

Within its lifetime, the NTI project aimed to take important steps towards the achievement of SDG 4.c. on the supply of qualified teachers. The project intervention logic foresees the intermediate outcome ‘Increased supply of qualified teachers by 2030’ and the expected impact ‘Improved teaching and learning outcomes’. The outcome and impact should occur as a result of both global and national-level efforts. While the increase in the number of qualified teachers and improvement of teaching and learning outcomes extends beyond the timeframe and objectives of the project, it is possible to determine whether or not the conditions and groundwork is in place to facilitate this.

**The evaluation research shows that various steps to facilitate impact are ongoing. The teacher policies themselves, their integration into long-term education strategies and the creation of supporting institutions are important elements in creating impact towards an increase of the number of qualified teachers and improved learning outcomes. Although stakeholders recognize that enablers (such as capacity and willingness) are in place to contribute to this impact, there is still a risk that barriers such as COVID-19 and limited resources will prevent the effective implementation of the teacher policies.**

There are two dimensions through which the likelihood of impact can be measured: 1) the expectations and plans of stakeholders; and 2) based on the presence of enablers and barriers that influence the implementation of teacher policies and cooperation frameworks.

---

<sup>67</sup> Interviewed stakeholder from Ghana.

<sup>68</sup> Interviewed stakeholder from Uganda.

<sup>69</sup> Interviewed stakeholder from Uganda.

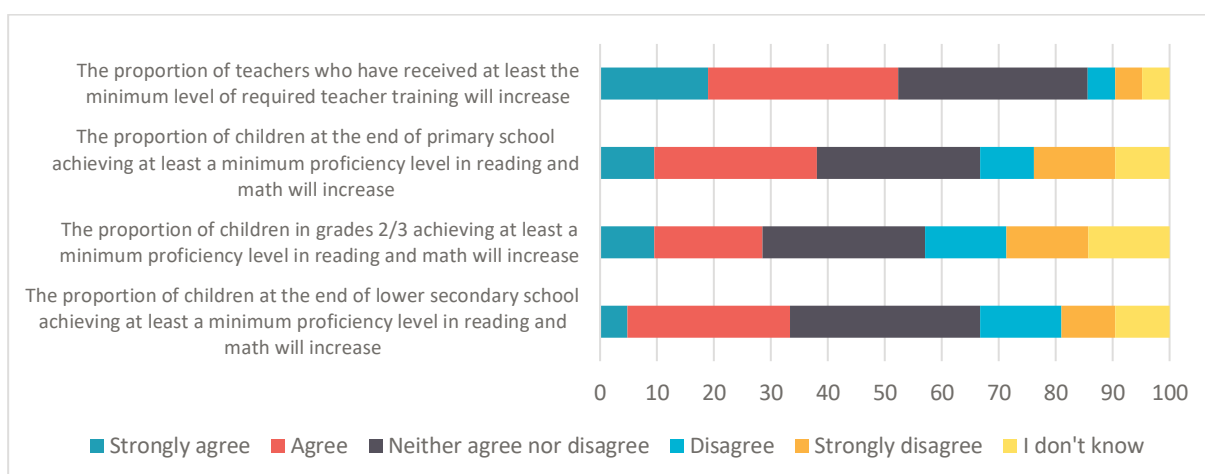
<sup>70</sup> Interviews with global partners and their country offices.

### 5.4.1. Expected impact

Research among the key national stakeholders shows that stakeholders are not completely certain that the project will achieve its intended outcome and impact. Because this strongly depends on the willingness of national authorities, the stakeholders believe that it is too early to convincingly state that the project will contribute to an increase in the number of qualified teachers by 2030, and the subsequent improvement of learning outcomes.

A small majority (52%) of national-level survey respondents agree or strongly agree that the proportion of teachers with the minimum required teacher training will increase, compared with 10% who disagree or strongly disagree. The subsequent improved learning outcomes are discerned less clearly by the national-level stakeholders. Around one third of respondents believe that the proportion of children at different levels of education achieving minimum proficiency in maths and reading will increase due to the project. One-quarter of respondents do not agree that the project will have this long-term impact.

**FIGURE 19. SHARE OF NATIONAL STAKEHOLDERS WHO AGREED OR DISAGREED WITH THE FOLLOWING STATEMENTS ON PROJECT RESULTS. IN % (N=21)**



Source: PPMI survey among national-level stakeholders. The survey question was formulated as follows: “To what extent do you agree or disagree with the following statements about the project results in your country?”

Many stakeholders expressed their satisfaction with the new teacher policies and cooperation frameworks for their country, and indicate that if implemented, the teacher policies would have a positive impact on the supply of qualified teachers and subsequent teaching and learning outcomes. Examples of stakeholder opinions on the expected impact include:

“If the prepared teacher policy document on qualifications for **Ghana** is fully implemented, one would expect the continuous professional development of teachers to be strengthened as compliance with the regulation is enforced. All of this is going to affect teaching and learning very well, because training modules are going to be developed. If teachers are of high quality, then the assumption is that they should be able to deliver high-quality outcomes by influencing learning outcomes. In addition, if the motivation aspect is properly implemented, then

teachers will be much more motivated to do their work, resulting in high productivity. That means, all other things being equal, it should translate into better learning outcomes.”<sup>71</sup>

“The elements of the strategy document are on track to meet the objectives [to strengthen teacher policies] as the document is validated at our level. Now the Ministry of Finance of **Burkina Faso** needs to validate the document through a process according to standards by a planning committee.”<sup>72</sup>

However, the stakeholders also noted several challenges. Predominantly, they found it difficult to answer the question due to the project only now being finalized; the teacher policy has not yet been implemented, and therefore impact cannot yet be measured.

“The project did not train teachers to add value to the learning outcomes. The project span is too short to have contributed to learning outcomes.”<sup>73</sup>

“The new teacher policy is yet to be implemented, and so is it difficult to comment on the impact at the moment.”<sup>74</sup>

#### 5.4.2. Enablers and barriers

**Despite the short nature of the project (considering this also included policy design) and the short time since the development of the teacher policies, initial signs of implementation have been found in the four countries, such as the dissemination of policies and the establishment of national institutions for teacher policy.**

First, according to interviewees from the four countries, the teacher policies themselves provide a solid basis for improving the supply of qualified teachers. The teacher policies either provide a new framework for the recruitment, training, retention, motivation, etc. of teachers where none previously existed, or they address gaps and fragmentation in teacher policy.<sup>75</sup> Several concrete outputs are already visible, such as the use of policies by the national school inspectorate<sup>76</sup> in Ghana, and the establishment of formal structures such as the Uganda National Institute for Teacher Education and the National Teacher Council in Uganda.<sup>77</sup>

The outcomes of the NTI project have also affected other strategies and plans within the education sector. For example, the new, third ‘Uganda National Development Plan’, which was launched last year, addresses teacher issues for the first time, which is considered by stakeholders to be attributable to the NTI project.<sup>78</sup> Though not yet approved, the project has influenced the Malawian government to realign/repackage the Rural Allowance stipend for teachers so that it serves its purpose of encouraging

---

<sup>71</sup> Interviewed stakeholder from Ghana.

<sup>72</sup> Interviewed stakeholder from Burkina Faso.

<sup>73</sup> Survey respondent.

<sup>74</sup> Survey respondent.

<sup>75</sup> Interviews with project stakeholders in the four countries.

<sup>76</sup> Interviewed stakeholder from Ghana.

<sup>77</sup> Interviewed stakeholder from Uganda.

<sup>78</sup> Interviewed stakeholder from Uganda.



teachers to remain in rural schools, and hence ensures the availability of qualified teachers in rural areas.<sup>79</sup>

Dissemination of teacher policies is mentioned by stakeholders in different countries as a first step towards its implementation. Some progress has already been noted: one Ugandan stakeholder explained that *“a good practice I observed as part of this project was the actual dissemination of the developed National Teacher Policy. Under the COVID-19 pandemic setting, where physical meetings with many people have not been possible, the project was hosted on two talk-show TV stations (UBC TV and NTV). The Ministry also facilitated its officials and other stakeholders on the Technical Committee to disseminate the provisions of the National Teacher Policy.”*<sup>80</sup> In Malawi, several steps have been taken to disseminate the Continuous Professional Development (CPD) framework.<sup>81</sup>

As mentioned above, the impact of the NTI project is strongly dependent on the extent to which the teacher policies are actually implemented and enforced. This requires commitment on the part of all stakeholders involved. A good sign was seen in Ghana, where a stakeholder reported that *“even though there was initial resistance from the unions, now you can see that there is some support. I think that is the way to go; we need full commitment from the various stakeholders about making the necessary resources available from all sides to ensure that various aspects of the policy framework work”*.<sup>82</sup>

Some **barriers** were also noted by stakeholders, in addition to the challenges already described in Section 4.2. on efficiency. One stakeholder from Uganda indicated the challenge to the project’s impact posed by COVID-19: *“We haven’t succeeded in this up to a point in the cooperation framework, as it is still in draft form. All the teacher subsector actors haven’t discussed it. The COVID pandemic has compounded the problem because we cannot meet and discuss these draft cooperation frameworks.”*<sup>83</sup>

In Burkina Faso, one union stakeholder indicated that their participation was only visible with regard to the teacher policy, and only in an intermittent manner (rather than being continuous). Therefore, strong social dialogue was in this case not perceived as an enabler of impact, but was perceived to be lacking, and therefore a challenge to impact.<sup>84</sup> Similarly, a ministry representative indicated that only 12 out of the country’s 20+ teacher unions took part in project activities.<sup>85</sup>

## 5.5. Sustainability

Project sustainability refers to the extent to which project achievements are likely to remain in place after the completion of the project. Sustainability can be achieved through the lasting influence of newly adopted policy frameworks, as well as through the capacity, ownership and willingness of key partners to continue the work. Sustainability has been measured through the interviews, the survey and through desk research.

---

<sup>79</sup> Interviewed stakeholder from Malawi.

<sup>80</sup> Interviewed stakeholder from Uganda.

<sup>81</sup> Interviewed stakeholder from Malawi.

<sup>82</sup> Interviewed stakeholder from Ghana.

<sup>83</sup> Interviewed stakeholder from Uganda.

<sup>84</sup> Interviewed stakeholder from Burkina Faso.

<sup>85</sup> Interviewed stakeholder from Burkina Faso.

### 5.5.1. Sustainability at global level

At a global level, sustainability refers to the extent to which the partners will continue working within the current partnership towards the achievement of SDG 4.c. on qualified teachers.

**Currently, the sustainability of the project's results and the partnership at a global level is highly uncertain, with diverging opinions among the partners as to whether to continue cooperation. While the project objectives generally align with the partners' mandates and strategies, the partners are unsure whether they have sufficient resources to continue, and the project has not created sufficiently clear positive results at a global level to stimulate continuation.**

According to the results of the survey, the perceptions of the global partners regarding the sustainability of the partnership were leaning towards the positive. Respondents from three global partners (42.9%) indicated that their organization would continue working within the current partnership, while two partners (28.6%) said maybe. However, one respondent did not know, and one respondent said no.

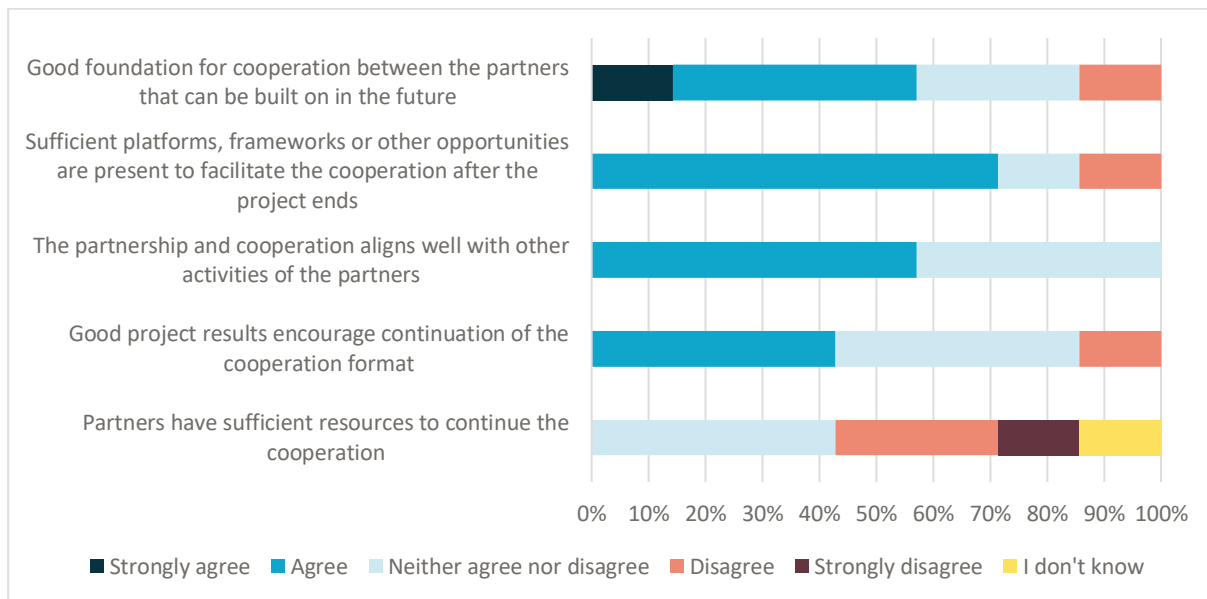
A small majority of partners (four respondents or 57.1%) agreed or strongly agreed that there is a good foundation for cooperation between the partners that can be built on in the future. Five respondents (71.4%) say there are sufficient platforms and frameworks for the partnership to continue.

However, none of the global respondents explicitly agreed that the partner organizations have sufficient resources to continue their cooperation. In fact, 42.9% (three respondents) disagreed or strongly disagreed with this statement, and another 42.9% (two respondents) neither agreed nor disagreed. One global partner also indicated: *"It is unfortunate that the donor is not pursuing the project with other countries. We have learned a lot from the project, and we could build on the existing partnership to pursue support to other countries."*<sup>86</sup> Therefore, it is currently unclear whether sufficient resources exist for the partners to continue their cooperation.

---

<sup>86</sup> Survey response.

**FIGURE 20. SHARE OF GLOBAL PARTNERS WHO AGREED OR DISAGREED THAT THE FOLLOWING ENABLERS ARE IN PLACE TO SUSTAIN THE PARTNERSHIP AFTER THE PROJECT ENDS. IN % (N=7)**



Source: PPMI survey among global partners. The survey question was formulated as follows: “To what extent do you agree or disagree that the following enablers are in place to facilitate the partnership’s continuation after the project ends?”

Aside from the enablers of and barriers to sustainability, various partners also indicated their willingness to continue the project. Global partners indicated that discussions are taking place regarding the future of the cooperation. Suggestions for its continuation mainly involve having the project incorporated into an existing structure such as the International Task Force on Teachers for Education 2030.<sup>87</sup>

However, some partners also indicate that the current model for the partnership is not working, and that the project cannot be continued in its current form. In line with this opinion, the survey also indicated that the project results may not be sufficiently good to continue cooperation in this format (42.9% neither agreed nor disagreed; 14.3% disagreed). Therefore, the sustainability of global project collaboration may depend on whether the current framework for the partnership is adjusted and improved, based on the lessons learned from the current project.

### 5.5.2. Sustainability at national level

At national-level, sustainability refers to the extent to which the stakeholders involved will continue their cooperation with regard to teacher policies and continue working towards the implementation of the newly developed teacher policies.

**While the impact of the project remains in question, project stakeholders perceive that the project activities are likely to continue in the future. They believe teacher organizations and national authorities have sufficient willingness, capacity and ownership to maintain their collaboration,**

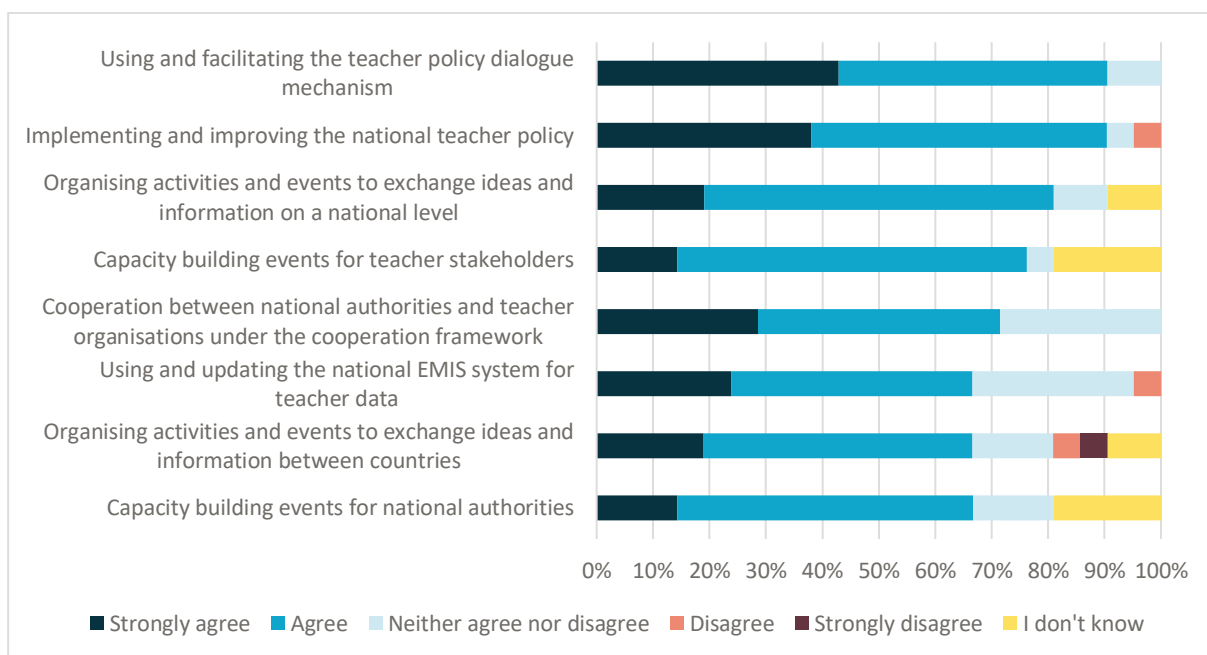
<sup>87</sup> Interviews with global partners.

**supported by the new policy frameworks and institutions. However, the lack of sufficient resources could severely hinder the continuation of these activities.**

This section presents three main factors influencing the sustainability of the project’s results in the four countries; namely, the enabling factors and stakeholder willingness that facilitate sustainability, and the challenges and barriers that may affect sustainability.

Two-thirds of stakeholders believe that the project’s main activities will continue to be implemented after the project lifetime. They are most convinced (91% agreed or strongly agreed) that stakeholders will continue to collaborate through the teacher policy dialogue mechanism and regarding the national teacher policy. More than 70% agree or strongly agree that the stakeholders will continue to organize events to exchange ideas, build the capacity of teacher stakeholders, and ensure cooperation between teachers’ organizations and national authorities. This optimistic assessment could result from their positive evaluation of the collaboration over the project’s lifetime, which they may consider to be a good basis for continuation.

**FIGURE 21. SHARE OF NATIONAL STAKEHOLDERS WHO BELIEVE THAT STAKEHOLDERS WILL CONTINUE THE FOLLOWING ACTIVITIES AFTER THE PROJECT ENDS. IN % (N=21)**



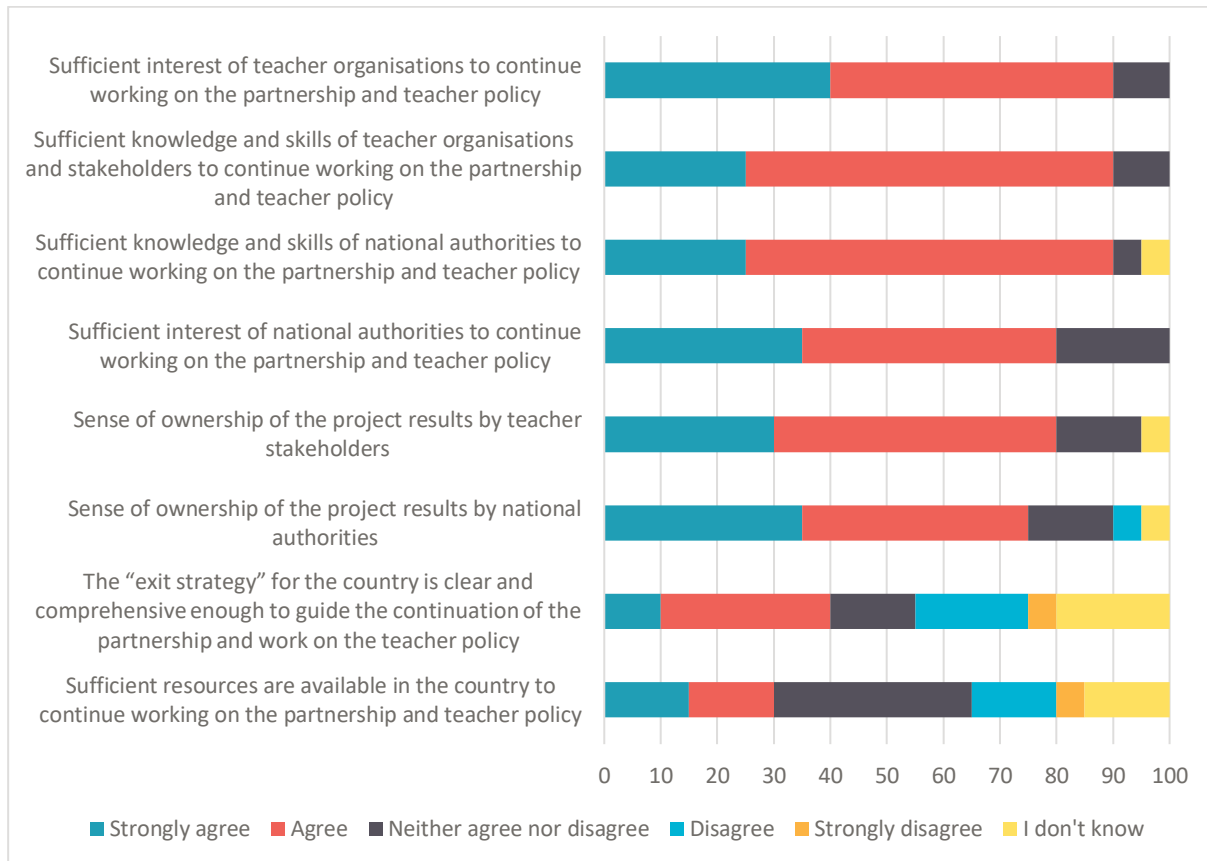
Source: Survey among national-level project stakeholders. The survey question was formulated as follows: "To what extent do you agree or disagree with the following statements? Once the project is complete, stakeholders and authorities will continue..."

### Enabling factors

In the survey, stakeholders indicated the main enabling factors supporting the project’s sustainability. The interest (willingness) of teacher organizations, as well as the capacity, knowledge and skills, of both teacher organizations and national authorities were most commonly indicated as enablers (90% agreed or strongly agreed). These were closely followed by the interest/willingness of national authorities and sense of ownership of the project results by teachers’ organizations (80%). The exit strategy was less

often seen as an enabler (probably because it is still under development), and resources were seen as sufficient by only 30% of respondents.

**FIGURE 22. SHARE OF NATIONAL STAKEHOLDERS WHO AGREE OR DISAGREE THAT THE FOLLOWING FACTORS WILL CONTRIBUTE TO THE PROJECT’S SUSTAINABILITY. IN % (N=21)**



Source: PPMI survey among national-level stakeholders. The survey question was formulated as follows: “To what extent do you agree or disagree that these are the main factors contributing to the sustainability/continuity of the project activities?”

In interviews, stakeholders involved in the NTI project on the national level mentioned various factors that would enable the continuity and sustainability of the project’s outcomes after the project itself is completed.

First, stakeholders from the four countries indicated the **partnership framework itself** as a key enabler. The fact that a partnership has been developed, as well as working groups, committees, and platforms for dialogue, means that a clear structure for cooperation exists. Stakeholders believe that the existence of these structures for dialogue will facilitate the continuation of cooperation over teacher policies.

“The platform created for consultation and engagement in **Ghana** has been very useful, and this is something that can be used to develop different strategies in the future. For example, we are currently using the same

partnership approach to develop a gender strategy for the Ministry of Education. If there is a need to develop a different activity with an interest in education, we can still bring the team together to do that.”<sup>88</sup>

“The **Ghanaian** Teacher Task Force will be a rallying point for national discourse on teacher policy issues that, as part of the exit strategy, would find expression in one of the main sub-groups of the local education group for addressing issues regarding teachers. Thus, it will be the key mechanism for the continued engagement of relevant actors around the work of teachers.”<sup>89</sup>

Second, in some countries the project has created **additional structures and entities** tasked with supporting teacher policies. In Malawi, the establishment of the National Teachers Council of Malawi was perceived as a key enabler of sustainability.<sup>90</sup> A stakeholder from Uganda similarly believes that the country’s National Teacher Council and the Uganda National Institute of Teacher Education will remain in place.<sup>91</sup>

Third, some of the countries have integrated the topics and priorities regarding teacher policy into their wider **Education Sectoral Plans and strategies**, which ensures that the Ministry of Education must continue working on teacher policies. In Malawi, one stakeholder explained that *“the government prioritized teacher policies in the national education plan for 2030. This means that the teacher policy implementation features in the agenda of the Technical Working Group for Teachers for the next 10 years. It also means that development partners need to work with the teacher policy and hold the government accountable for its implementation.”*<sup>92</sup> Similarly, in Uganda, the legal framework established as a result of the policy is seen as a great enabler.<sup>93</sup>

A good practice noted in Uganda is the integration of project outcomes within the structures of the Ministry of Education. *“For example, the Ministry established the steering and technical committees and appointed focal persons for implementing this project. This means that the Focal Point will be able to link the project activities to the strategic direction of the Ministry”*.<sup>94</sup> Aside from the structures that were put in place to facilitate the sustainability of the project, the continuation of cooperation and policy implementation is heavily dependent on the **willingness of the stakeholders involved**.

“I think a full commitment to the social dialogue framework is going to really help to sustain a certain high level of cooperation between stakeholders in **Ghana**. I think some level of trust has been built between teachers and government through this project. Based on the fact that this is something they have arrived at together. The discussions and consensus built could allow for stakeholder buy-ins. So in the future, I think this is an opportunity for further dialogue.”<sup>95</sup>

<sup>88</sup> Interviewed stakeholder from Ghana.

<sup>89</sup> NTI narrative report 2020.

<sup>90</sup> Interviewed stakeholder from Malawi.

<sup>91</sup> Interviewed stakeholder from Uganda.

<sup>92</sup> Interview with a partner’s country office.

<sup>93</sup> Interviewed stakeholder from Uganda.

<sup>94</sup> Interviewed stakeholder from Uganda.

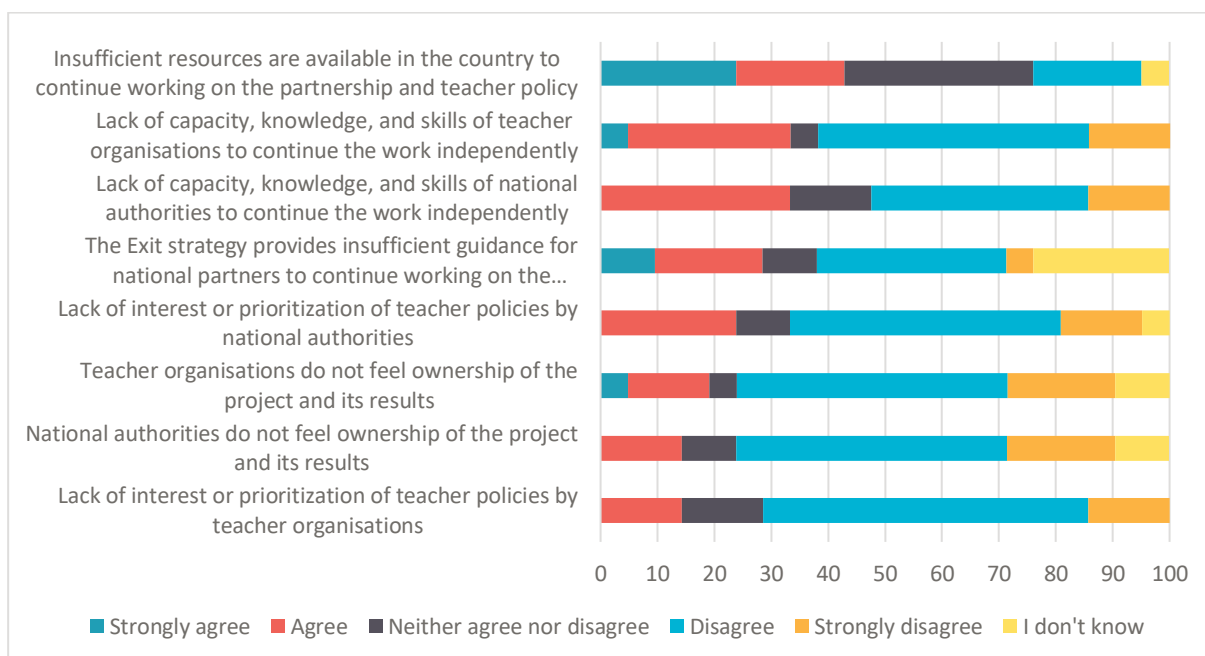
<sup>95</sup> Interviewed stakeholder from Ghana.

“We shall continue to link up and do some things together because we realized it is working for us. Therefore, we shall continue to work with the **Uganda** MoES and other stakeholders to discuss issues that affect the teaching, learning process and learning outcomes.”<sup>96</sup>

### Challenges

The survey also enquired about the main challenges or barriers to sustainability. The most frequently indicated barrier was the insufficiency of available resources within the countries to continue working on the partnership and teacher policy (43%). One-third of respondents believed that both teacher organizations and national authorities lack the capacity, knowledge, and skills to continue this work independently.

**FIGURE 23. SHARE OF NATIONAL STAKEHOLDERS WHO AGREE OR DISAGREE THAT THE FOLLOWING FACTORS WILL HINDER THE PROJECT’S SUSTAINABILITY IN % (N=21)**



Source: Survey among national-level stakeholders. The survey question was formulated as follows: “To what extent do you agree or disagree that these are the main barriers to continuing the project activities and results after the project ends?”

In line with the survey findings, the stakeholders interviewed pointed most often to limited resources as a key barrier to sustainability.

“The big question is about how this policy is implemented. And this has serious resource implications. I’m just wondering how this can be done in the short term, because we know the issue around resource and the fact the

<sup>96</sup> Interviewed stakeholder from Uganda.

**Ghanaian** government is tight on budget and all that. I'm just wondering how we are going to be able to implement this policy in the long term."<sup>97</sup>

One of the global partners noted that in most countries, there is no tradition of cooperation between ministries and stakeholders for the purposes of policy development. While the project was effective in demonstrating the value of such collaboration, it remains to be seen whether it was enough to ensure that education ministries and teacher representatives will continue collaborating in the future.<sup>98</sup>

---

<sup>97</sup> Interviewed stakeholder from Ghana.

<sup>98</sup> Interview with a global partner.



## 6. Conclusions and lessons learned

---

### 6.1. Global conclusions

**The project’s idea to develop a global-level partnership to consolidate expertise and unify approaches towards teacher policies was highly relevant in the global context.**

SDG target 4.c. aims 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*”. Most partners agreed that the global dimension of the project has great potential to contribute to SDG target 4.c. The project was found to be most relevant in terms of addressing the lack of international and national cooperation in enhancing teacher policies.

For most of the partners, the project’s approach aligned with their organizational priorities, organizational strategies, mandates, and ongoing projects, indicating that the project objectives were relevant for the organizations themselves as well. Therefore, the project was thematically linked to the activities of most the partner organizations involved, and their buy-in demonstrates that the objectives aligned with their long-term planning and priorities. However, the lack of constant participation by GPE and the World Bank could indicate that the project in its entirety was not as relevant for them as for other partners.

Several good examples of the cooperation and use of partners’ expertise were found during the project’s implementation. The ‘Guidance note on developing a crisis-sensitive teacher policy’ was a direct output of the partnership, and would not have been developed without it. Similarly, EI and UNESCO collaborated on the ILO’s Social Dialogue Handbook, UNESCO and EI organized a workshop on social and policy dialogue, and the ILO and UNESCO developed the country mapping guides. These examples of cooperation set a solid foundation for continued cooperation.

The lengthy period that went into discussing and designing the project and the partnership, as well as the general willingness of partners to continue cooperating over teacher policies, demonstrates that there is clear support for the achievement of SDG 4.c. through enhanced coordination and cooperation within the global education community.

**The ultimate success of the global partnership was hindered by a lack of meaningful participation of all seven partners, caused to some extent by the project design, budget and organization.**

Perceptions of the suitability of the global partners differ. While the 2019 partnership assessment argued for an even broader partnership, other stakeholders believe that challenges in the project’s coordination and implementation were caused by either the large size of the existing partnership or the inability to engage all partners equally. In any case, the current evaluation found that the organization of the partnership in the way it was set up under the NTI project was not fully beneficial.

The delay in appointing Focal Points, their non-simultaneous appointment, and the turnover of Focal Points in some organizations, all contributed significantly to the challenges in establishing meaningful

collaboration. As a result, global partners utilized their resources and provided their inputs at different stages of the project, preventing partners from developing the coordination framework and approaches to the project together and at the Inception stage. In fact, using the project itself to develop a cooperation framework (rather than designing the framework before starting the project) may not have been the most effective approach. The lack of a global cooperation framework and mechanisms ensuring its implementation at the start of the project created confusion among the partners as to their roles and responsibilities during the first months of the project. In addition, the resources of the project were targeted mostly towards national-level activities without providing sufficient funding for global coordination.

Some stakeholders indicated that the issues faced at the global level provided an important barrier to the trickling down of the global partnership framework to the national level. The lack of sufficient global-level resources prevented partners from providing adequate support and coordination to the national-level stakeholders towards the achievement of the national outcomes. In addition, the survey found that some global partners answered questions about effectiveness on the national level with 'I don't know', showing either a lack of involvement, or a lack of clear communication regarding national-level achievements to the partners.

## 6.2. National conclusions

**The project demonstrated the relevance of unifying approaches to teacher policy not just at a global, but also at national level.**

The interviews and survey found that the project addressed some of the critical challenges faced by the partner countries in terms of teacher policy, as well as teacher recruitment, retention, motivation and qualifications. Through the project, both ministries and teacher representatives were able to strengthen their negotiation, research, and policymaking skills to develop a teacher policy that can contribute positively to the situation of teachers and learners in their countries.

Stakeholders noted the draft teacher policy documents in all four countries as great achievements, as well as a good foundation for subsequent work on teacher policies and on enhancing the number of qualified teachers. In some countries, the teacher policy was subsequently incorporated into or referred to by national plans and strategies for education, guaranteeing the alignment of the teacher policy with the country's overall approach towards educational improvement.

It can be concluded from the interviews, survey and desk research that the project made a positive impact towards the consolidation of national-level efforts towards teacher policy (to the extent that these existed), and enhanced the role of teacher representatives in the development of teacher policies.

**The partnership approach was perceived as providing great added value to the design of teacher policies and in cooperation on teacher policy and similar topics in the future.**

Project participants and stakeholders noted the clear added value of the partnership approach, and enhanced their understanding of the added value that teachers' organizations can bring to policy development. This is particularly important, given that in certain countries unions are perceived as the 'opposition' by ministries, and little cooperation has taken place in the past.

The project allowed different teacher stakeholders to understand the value of multi-partner cooperation for policy development. While past policies were designed by the government and (sometimes) reviewed by stakeholders, the NTI project demonstrated the value of co-design, taking into account different perspectives, and reaching a consensus.

Although the sustainability of the partnership depends on other factors such as resource allocation, almost all national-level stakeholders indicated a strong willingness to continue working in the current partnership framework, and some countries even expanded the cooperation framework to other policy areas as well. It is therefore of great importance that development partners and ministries ensure that resources are made available for the partnership to continue working together.

**The project could have facilitated deeper and more lasting impact if the timeline had been more realistic to facilitate not only the development of the teacher policies, but also their dissemination and initial implementation. This would have facilitated project partners in supporting the dissemination and implementation of the policy.**

The fact that the project is being concluded shortly after the development and adoption of the teacher policies means that no resources and support are available for its implementation. Clear doubts exist among stakeholders as to whether the newly developed policies will actually be implemented and will impact the number of qualified teachers and, subsequently, teaching and learning outcomes. The lack of continued resources is a crucial barrier that could prevent the sustainability of the project results in terms of policy implementation, but also in terms of cooperation among the various stakeholders.

At the moment of evaluation, the exit strategies are still under development. The allocation of resources for the implementation of the project in the future, as well as the ownership of the exit strategies and their approval by all stakeholders, will form an important enabler of the project's impact and sustainability.

**The project design did not involve the country-level stakeholders from the beginning, and therefore lacked consideration of their unique country contexts and the consistent involvement of all national stakeholders.**

During the data collection, interviewees indicated that the country-level activities were initiated only a year after the project's commencement. As a result, national stakeholders were not involved in the initial design of the project and its kick-off stages. This lack of involvement meant that the project results framework at national level was designed without taking into account the different contexts of the four partner countries, and thus applied uniformly to all of them.

In addition, several stakeholders at the national level felt that the project design did not consider how the new teacher policies would feed into, or align with, countries' overall education sector plans and policies. The integration, or close alignment, of teacher policy efforts within the overall sectoral plans would facilitate the impact and sustainability of the policy, as well as the allocation of budgetary resources.

## 7. Recommendations

---

### 7.1. General recommendations

The project evaluation and its conclusions have led to the following recommendations for future teacher policy projects and partnerships:

5. **Ensure that future projects focusing on the establishment of a partnership have sufficient time allocated for the appointment of organization representatives (e.g. Focal Points), as well as sufficient time to establish a coordination framework with the involvement of all partners.**

The current project found that some of the key barriers to the success of the partnership of global resources were, at various times, linked to the appointment of Focal Points. As a result, the project lacked close coordination between all global Focal Points, which affected the strength of the partnership. Uncertainty regarding the division of roles and responsibilities at the start of the project was enhanced by the lack of coordination that resulted from the uneven appointment of Focal Points.

*Actions can include:*

- Include an Inception Phase in the project timeline that is of sufficient length for all partners to identify their Focal Points.
- Include a preliminary draft or outline of the partnership coordination in the project design or proposal, to ensure a foundation for the project's kick-off and Inception Phase.
- During the project design, clearly determine the role and responsibility of each partner in the project.
- Also during the project design stage, carefully identify the partners to be involved in the cooperation, assess their added value, and agree on their input into the project.
- During the project design, assess the potential administrative arrangements and procedures that may affect the project implementation (e.g. in terms of the transfer of funds).
- Ensure regular communication between partners and ensure that changes in Focal Points are followed by comprehensive hand-overs and the transfer of knowledge.

6. **Ensure proper, in-depth knowledge management with regard to the cooperation framework, partnership, communication channels and organizational procedures.**

For many partners, the Focal Points were recruited on a contract basis and are likely to leave the organization upon completion of the project. Their experiences, knowledge and lessons learned need to be properly transferred to other staff within the organization who work on teacher policies and related issues. A proper hand-over is crucial to the sustainability of the partnership and the engagement of the global partners.

*Actions can include:*

- Appoint a (permanent) staff member within each organization to receive the hand-over and be responsible for potential future activities in any format.
  - Organize a first meeting between the staff members appointed to engage in possible future partnership activities and coordination.
  - Ensure that all global partners upload their relevant project materials to a place that is accessible to all partners.
- 7. Ensure that resources are available (financial, human and time) to support the implementation of policies, laws, frameworks and other national-level documents.**

While the survey and interviews demonstrated the effectiveness of the project, stakeholders are highly uncertain about the project’s sustainability and impact. The project has supported various achievements, but without the resources granted by the NTI project, the implementation – and therefore, the impact – of the teacher policies are not guaranteed. If the policies lack implementation, the project is unlikely to achieve its longer-term objectives with regard to increasing the number of qualified teachers and improving teaching and learning. While the implementation of policies was not part of the project design, future initiatives should strongly support the integration of new policies into education budgets and plans, to enable and facilitate their implementation.

*Actions can include:*

- Allocate a concrete amount of financial, human and time resources to technical assistance for the implementation of new policies, laws or frameworks for teacher policy.
  - Ensure government buy-in and the allocation of government resources from the beginning of the project by discussing sustainability as a concrete project result, and working towards the exit strategy from day one.
  - Support governments in including the project’s results into wider strategies and plans, to ensure that governments can be held accountable for non-implementation.
  - Raise additional funds during the project’s execution, both among partners or other interested organizations, towards technical assistance after project’s completion.
  - Ensure that the implementation of the policy is part of the country priorities and plans of the partners’ country offices.
- 8. Support governments, project partners and other development partners in identifying and allocating resources for the continuation of the partnership frameworks.**

The evaluation shows that the introduction of a partnership for collaboration on teacher policies was highly valued by national-level stakeholders. While there is a clear willingness, interest and need to continue these partnerships, national stakeholders fear that insufficient resources will be available in the future to keep stakeholders involved. This would affect the unique added value that the project has provided, namely the multi-partner cooperation mechanism.

The continuation of the partnership should be considered an area of great importance by all of the partners, as well as by Norad, and should be institutionalized into the work of ministries and unions alike. In other words, all stakeholders should consider the partnership a fundamental part of their work and not a task to be carried out only when money is available. However, to support this institutionalization, additional support and resources will be needed in the upcoming months, so as not to lose the current momentum.

*Actions can include:*

- Design follow-up projects and interventions which build on or focus on strengthening the current national partnership frameworks.
- Provide continuous technical assistance by field offices to the continuation and institutionalization of the partnerships in different settings.
- Identify donors that focus on partnerships for education and teaching, who can support the enhancement of the national partnerships and support their institutionalization.
- Assess the extent to which the teacher policies have been incorporated into education budgets and sectoral plans (and support their incorporation, if required).

## 7.2. Recommendations towards the Theory of Change for multi-partner cooperation

This section presents how the evaluation findings and conclusions inform the suitability of the intervention logic (or Theory of Change) for the project, and how the intervention logic can be improved. The intervention logic itself was provided in Section 3.2.

On the basis of the evaluation, the research team has not identified concrete issues with the intervention logic itself but has identified additional details and smaller steps that should be considered if a similar project with global and national dimensions is implemented again.

4. **Expand the global-level dimension of the intervention logic by defining additional global-level outputs (or at least additional activities) that support the development and implementation of the cooperation framework.**

The intervention logic for the global-level partnership was limited to one outcome and one output, namely the development of the cooperation framework. Other outputs expected from the global partners involved support for the national activities.

During the initial phase of the project, clear milestones should be identified. These should include a list of responsibilities and tasks for each partner (particularly in terms of overall leadership and management), and a clear deadline for the recruitment of Focal Points (only after which can the project be fully initiated). In addition to regular steering committee meetings, this phase should also include agreements as to how partners are involved or updated on (national-level) project progress.

5. **Involve key national stakeholders in the design of the intervention logic for the national dimension.**

Key national representatives should be consulted or involved in the design of the intervention logic, to ensure that it also meets their needs and expectations. Their involvement will enhance the project's relevance, increase the sense of ownership of the results by national stakeholders, and will build their capacity to design interventions for their own country. Some interviewees mentioned that their involvement only began (to their disappointment) after the first year of the project, and that the intervention logic did not meet the diverse needs of the four different countries involved. Earlier involvement of the national stakeholders, at the design or at least Inception stage, could positively influence the intervention logic.

**6. Include an additional activity/output at the national level that includes a first step towards policy implementation.**

While the project's design and purpose did not foresee the policy implementation, the current evaluation has shown that there is concern among stakeholders as to whether the results of the project will be sustained. In future, similar interventions should consider an additional step that includes activities to establish enablers for policy implementation.

The country mapping should include a review of how the teacher policy fits into and incorporates other, existing initiatives and strategies. Therefore, a final step could be to review whether or not the teacher policy has indeed been integrated into the country's overall policy system, and whether mechanisms are in place to hold the government accountable for its implementation. This includes the incorporation of the teacher policy objectives into the overall education budget, and the inclusion of the teacher policy into national development or sectoral plans. If this aspect is covered, the global partners can hand over responsibility for the teacher policy to the national stakeholders, knowing that both governments and international partners will continue to work on it.

### **7.3. Recommendations for continuation of the partnership**

An important dimension of the NTI project included the establishment of the global partnership, not just for the sake of this individual project, but also for future engagements. To initiate the first steps towards its continuation, the research team organized a workshop involving the global partners and national project officers, to discuss the purpose and possible content of the partnership in the future. Based on this, the research team makes the following recommendations:

**1. Ensure that there is a clear framework or foundation for the partnership to build on.**

While the partnership does not need to be linked to a concrete project or activity, it can still benefit strongly from structural support. This could include a detailed framework (as in the current project), or a more flexible list of agreements (e.g. set 'check-in' moments, and set activities that require the involvement of the partners). The Teacher Task Force was mentioned as an existing foundation and framework that could be used to continue the partnership. Collaboration would then be embedded within the constituency of the TTF.

Importantly, the framework should revolve around a clear purpose for the partnership, to be defined by partners together. Initial ideas for the role of the partnership, stemming from the workshop, include:

- Support to, and mobilization of, national stakeholders for the implementation of policies
- Strategic resource mobilization among the partners, for coordinated work at country-level
- Coordination, planning and implementation of activities and projects
- Alignment of partners' strategies on teachers and the joint prioritization of education themes at global and national levels

A key element of the establishment of the framework/foundation is to redesign the involvement of the partners and their roles and responsibilities. The NTI evaluation clearly indicates confusion among the partners concerning their required inputs. The new or updated framework for the partnership, or even for the TTF framework, should be clear to all partners.

In addition, as project manager UNESCO should engage individually with each partner to discuss their future expectations of the partnership. The framework should provide sufficient flexibility for each partner to contribute according to their priorities and objectives. This consultation will provide an opportunity to re-engage some of the partners who were less engaged during the NTI project.

## **2. Search for new opportunities for the partnership**

In addition to holding coordination meetings and planning, the partnership can also build on the lessons learned from the current project by expanding the project's activities to other countries. One workshop participant pointed out that the partnership should prioritize projects of more than five years in order to enable the partnerships to work well. The partnership could apply again to Norad for a second phase of the project, or engage with additional donors to fund the various activities of the partnership.

One suggestion to expand the partnership also included engaging with regional organizations to propose similar partnerships. The involvement of regional organizations could support the sustainability of projects like NTI by maintaining continued engagement with the countries involved.

The national stakeholders indicated that future country-level engagement of the partners should again be built on Focal Points or NPOs to ensure ownership and leadership by the countries themselves. These Focal Points or NPOs could also be engaged in comprehensive needs assessments, ensuring that future country-level activities are in line with needs-based programming principles.

## **3. Treat the final NTI Steering Committee meeting as a 'kick-off meeting' for the continuation of the partnership**

As the project closes, the October 2021 Steering Committee meeting will be the final, 'mandatory' moment for partners to engage in discussion. To ensure the continuation of the partnership, this is a crucial moment at which to agree on the next steps and concrete action points to keep the partnership going. The outputs of the meeting should include, as a minimum:

- Agreement on the purpose(s) of the partnership in the future. Where can the partnership provide added value for all partners?
- Agreement on the frameworks that will be explored first as a foundation for the partnership (e.g. the Teacher Task Force), and the allocation of tasks to partners with regard to what (exploratory) steps should be taken to continue the partnership within this framework.
- Agreement on the time and date for the follow-up meeting, and the steps that should be achieved before this meeting.

In addition, partners should conduct:

- An internal review by each partner on the resources and staff that can be made available for various elements of the partnership in the future, in case no donor funding is available.
- Internal discussions and group/bilateral discussions regarding what is expected from the partnership, what activities each partner wishes to engage in, and what each partner can bring to the table.



# Annex 1. Timeline

The NTI project was implemented over the period June 2017–October 2021, and included the following timeline and milestones.

**TABLE 4. PROJECT TIMELINE**

PROJECT TIMELINE	MILESTONE REACHED
June 2017	Start of the NTI project.
September 2017	First partner meeting in Togo. Planning efforts in tandem with alignment at country level.
December 2017	Second partner meeting in Paris. Partner organizations, with country representatives, discussed the project Results Framework and agreed on the distribution of roles.
March 2018	First in-country mission to Uganda with partner organizations and other stakeholders to set the groundwork for project implementation in the country, delineating roles and contributions.
June 2018	First in-country mission to Burkina Faso with partner organizations and other stakeholders, to delineate roles and contributions by discussing possible priorities for the development/implementation of the national teacher policy.
August 2018	First in-country mission to Malawi with partner organizations and other stakeholders, to delineate roles and contributions by discussing possible priorities for the development/implementation of the national teacher policy.
September 2018	Request for the first extension and budget revision approved by Norad and translated into amendments to the Joint Programme Document and the MoU signed between all UN partners. These changes were approved by the International Steering Committee.
September 2018	First meeting (virtual) of the International Steering Committee to report on the progress of implementation and discuss further steps.
November 2018	Third meeting of the partners and individual consultative meetings with Ghana, Malawi and Uganda were organized in conjunction with the 11th Policy Dialogue Forum (PDF) of the International Task Force on Teachers for Education 2030 (TTF). Progress towards implementation and key next steps were examined, both internationally and in each country.

<b>February 2019</b>	Coordination Meeting of NPOs and Country Focal Points in Addis Ababa, Ethiopia in close collaboration with IICBA. Partners (EI, GPE, the ILO, UNESCO, the UNHCR and UNICEF) provided a first round of feedback on the Project Implementation Plans and Country Project Documents.
<b>May 2019</b>	Regional meeting in Accra, Ghana on social and policy dialogue.
<b>September-November 2019</b>	Norad commissioned an external assessment of the partnership dimension of the NTI.
<b>September 2019</b>	NTI Regional Workshop on Teacher Policy Development and Implementation in Dakar, Senegal
<b>November 2019</b>	Norad approved requests from partners for a second no-cost extension and budget modifications reflected in the Joint Programme Document (2nd revision) and amendments to the Standard Administrative Arrangement (SAA) between Norad and UNESCO, and to the Memorandum of Understanding between all UN partners.
<b>December 2019</b>	Presentation of key findings of the draft external report to the NTI Steering Committee at its meeting in Dubai, UAE. Discussion with all international partners during the meeting to agree on follow-up to the recommendations.
<b>January-February 2020</b>	A series of calls with all NTI partners to follow up on the recommendations and the actions suggested by the partners.
<b>January 2020</b>	Development of a first draft of the cooperation framework, with the input of partners.
<b>September 2020</b>	An extension request for 12 months was submitted to and granted by Norad.
<b>November 2021</b>	End date of the NTI project.

# Annex 2. Project management

## Project management

Management of the NTI project was based on the UN Joint Programming modality, under the Pass-Through programme category. The Joint Programme is guided by the ‘Guidance Note on Joint Programming’.<sup>99</sup> This approach is an example of an existing structure for inter-agency cooperation within the UN. It sets harmonized budget categories to facilitate reporting. This means that all partners needed to change financial reporting a little, because the ‘Guidance note’ requires project partners to adopt a financial reporting template/format different from the one used within their institution. It also sets out joint reporting requirements, joint internal audit coverage, and the requirement of an administrative agent and a steering committee.

*A Joint Programme is a set of activities contained in a joint work plan and related common budgetary framework, involving two or more UN organizations and (sub-)national governmental partners, intended to achieve results aligned with national priorities as reflected in UNDAF/One Programme or an equivalent programming instrument or development framework.*

When the project was first designed, the donor organization, Norad, indicated that the majority of funds should benefit developing countries directly.<sup>100</sup> The financial contribution provided by Norad was intended to facilitate the setting up of the partnership and the management of the project. While the global partnership was a key priority, the vast majority of the project’s funding was invested into project activities in the four countries, rather than the global staff.

Table 5 shows the revised distribution of financial resources in programme costs throughout the project’s duration.

**TABLE 5. DISTRIBUTION OF PROJECT FUNDS**

UN HARMONIZED BUDGET CATEGORIES	YEAR 1 2017 (JULY TO DECEMBER)	YEAR 2 2018 (JANUARY TO DECEMBER)	YEAR 3 2019 (JANUARY TO DECEMBER)	YEAR 4 2020 (JANUARY TO DECEMBER)	YEAR 5 2021 (JANUARY TO OCTOBER)	TOTAL REVISED (USD)
Staff and other personnel costs	17,285	408,505	615,416	644,144	535,573	2,220,923

<sup>99</sup> United Nations Development Group (2014) Guidance Note on Joint Programming. UNDG, New York.

<sup>100</sup> Inception consultations with UNESCO.

Supplies, commodities and materials	0	13,586	24,532	14,473	27,409	80,000
Equipment, vehicles and furniture, including depreciation	2,500	-260	6,760	0	18,000	27,000
Contractual services	0	253,086	667,280	674,338	725,796	2,320,500
Travel	14,973	42,907	102,933	39,251	29,510	229,574
Transfers and grants to counterparts	0	0	0	0	0	0
General operating and other direct costs	245	1,446	28,857	2,441	24,093	52,200
<b>Total programme cost</b>	<b>35,003</b>	<b>719,269</b>	<b>1,445,778</b>	<b>1,369,767</b>	<b>1,360,381</b>	<b>4,930,197</b>
Indirect support costs (7%)	2,450	50,349	108,431	95,884	95,227	345,114
<b>Sub-Total</b>	<b>37,453</b>	<b>769,618</b>	<b>1,554,208</b>	<b>1,465,650</b>	<b>1,455,607</b>	<b>5,275,311</b>

At a global level, Norad funded the following arrangements:

- UNESCO oversaw the overall coordination, for which it received funding for two full-time positions (P4 and P2) for two years.
- GPE was also allocated funding for a P4 position to help lead project coordination (in the end, this funding was not received but was reallocated to the National Project Officer [NPO] positions).
- All other partners received funding for a part-time (50%) position at the P3 level. However, the World Bank agreed to participate without receiving funds and some partners, such as the ILO, funded full-time positions at the P1 or P2 level.

As requested by Norad and subsequently outlined in the 'Guidance Note on Joint Programming', Norad transferred all project funding directly to UNESCO, and UNESCO divided the funding among the other partners. As project manager, UNESCO received all financial reports from all partners and consolidated them. UNESCO was also responsible for consolidating and submitting the annual reports to Norad.

Activities were planned and updated according to the following four phases of the project:

- *Phase 1:* Planning with partner organizations and the donor.
- *Phase 2:* Appraisal of existing education sector plan and in-country donor coordination mechanism.
- *Phase 3:* Country project development and implementation.

- *Phase 4: Knowledge sharing at country, regional and international levels.*

The project timeline was adjusted through no-cost extensions on three occasions. The project was originally planned to conclude in May 2019, but was extended until October 2021. The first extension was requested to gain back the duration of the project when not all of the project’s human resources had been assigned.<sup>101</sup> To help set more realistic timelines to achieve the project’s expected results, UNESCO, with the agreement of all NTI partner organizations, requested a second no-cost extension, bringing the new project end date to 31 October 2020.<sup>102</sup> Since February 2020, the implementation of activities at country and regional levels has been severely impacted by the COVID-19 pandemic, with numerous activities being suspended, placed on hold, or slowed down. To ensure the achievement of the expected outputs, and to conclude the project with an exit strategy to sustain its achievements, a 12-month extension was submitted to and granted by Norad in September 2020, bringing the final closing date to October 2021.<sup>103</sup>

**TABLE 6. PROJECT PHASES AND ADJUSTMENTS**

	INITIAL TIMELINE	AFTER 1ST EXTENSION	AFTER 2ND EXTENSION	FINAL TIMELINE
<b>Phase 1</b>	June 2017–December 2017	June 2017–December 2017	June 2017–September 2018	June 2017–September 2018
<b>Phase 2</b>	July 2017–December 2017	July 2017–September 2018	July 2017–June 2019	July 2017–June 2019
<b>Phase 3</b>	July 2017–May 2019	July 2017–January 2020	July 2017–October 2020	July 2017–October 2021
<b>Phase 4</b>	September 2017–May 2019	September 2017–January 2020	September 2017–October 2020	September 2017–October 2021

At national level, the project initially relied on National Focal Points appointed in each of the four countries. Most of the Focal Points were ministry officials. The Focal Points were responsible for leading the implementation of the NTI in each country, providing strategic guidance to all stakeholders involved, and designing project activities in each country. The involvement of such Focal Points was foreseen for the purpose of ownership and sustainability. However, the Focal Points were found to have limited time to carry out this additional work in addition to their existing job responsibilities. For this reason, the NTI partners – at UNESCO’s suggestion – appointed National Project Officers to support the project’s implementation (financed through funds originally dedicated to GPE). UNESCO was responsible for their recruitment, training and supervision. The NPOs cooperate closely with the Focal

<sup>101</sup> NTI Narrative Progress Report 2018.

<sup>102</sup> NTI 2019 Narrative Progress Report.

<sup>103</sup> NTI 2020 Narrative Progress Report.

Points on the operational side of the project’s implementation, as well as the organization of specific activities.

In addition, a partner organization country lead was appointed for each country. As UNESCO and UNICEF already had country offices present in the four countries, it was decided that UNESCO would be the country lead for Burkina Faso and Uganda, while UNICEF functioned as the country lead for Malawi and Ghana.

## Project implementation

The NTI project included activities and expected outcomes at a global level, as well as at national level in each of the countries.

At the global level, the project foresaw the development of a cooperation framework among the project partners. The cooperation framework aimed to document the ways in which the partners worked together, and the different mechanisms put in place at various levels. It also contains assessment criteria to assess the partnership’s effectiveness and to document the lessons learned, in order to allow this knowledge to be transferred to other similar multi-stakeholder initiatives. As a result, the framework aimed to harmonize and synergize approaches to teacher policies on a global level. The global framework aimed to build on the comparative strengths and advantages of each partner. Table 6 presents the main advantages that each partner brought to the partnership.

**TABLE 7. ROLES AND CONTRIBUTIONS OF PARTNER ORGANIZATIONS**

GLOBAL PARTNER	COMPARATIVE ADVANTAGE
Education International (EI)	Policy dialogue; engagement of teacher representatives
GPE	Integration of financial and technical support; synergies with Local Education Groups (LEGs)
ILO	Social dialogue and labour relations
UNESCO	Coordination and programme management, integration with the TTF
UNHCR	Education for displaced populations, education in emergencies
UNICEF	Inclusion and equity in teacher policies and practices, gender equality
World Bank	Data collection tools; QA support

Source: Joint Programme Document, 3rd version, 2020.

The global-level cooperation framework includes four models for the partnerships put in place at country level, and documents how those mechanisms will take into account the evolution of the project, partner organizations’ competences and countries’ experiences, as well as national contexts. The national frameworks aimed to ensure coherence in the support provided by different organizations to the development of teacher policies in the four countries.<sup>104</sup>

At national level, the NTI project focused on closing teacher gaps, including ensuring the equitable allocation of teachers and providing effective training and appropriate management/accountability. The

<sup>104</sup> Narrative Progress Report 2018. Reporting Period 1 January 2018–31 December 2018.

NTI partner organizations aimed to support, in a harmonized manner, the national education authorities of the target countries to elaborate the strategies needed to strengthen teachers, as well as teaching and learning components in education sector plans, in coordination with relevant stakeholders (development partners, teacher organizations, etc.). While the project outcomes and outputs were decided at a global level, national project Focal Points and stakeholders were responsible for establishing activities to realize the identified outcomes and outputs, including engaging in knowledge sharing, supporting capacity development, organizing and participating in advocacy events, and taking ownership of their learning and capacity building experiences, to ensure the sustainability of the project and the knowledge gained.<sup>105</sup>

In addition to the country-led activities, the NTI arranged activities for the four target countries to share their experiences and knowledge and to support capacity development. For example, in support of social dialogue, EI organized training workshops in all countries to strengthen teachers' unions and to better represent their profession to the authorities.

Regional forums and workshops were another way through which the NTI and relevant organizations supported countries in sharing information regarding challenges, experiences and best practices, as well as capacity building. In May 2019, a two-day regional forum took place in Ghana entitled 'Strengthening Social Policy Dialogue in the Education Sector in Africa'<sup>106</sup>. The forum allowed for a discussion among various partners and stakeholders within the field from Burkina Faso, Ghana, Malawi and Uganda to come together and discuss issues relating to the development of social and policy dialogue.

Other events include a 2019 regional workshop in Dakar<sup>107</sup>. This workshop provided a platform for country representatives to exchange competences -and in doing so, to develop solutions to the issues they face. An example of this can be seen in the case of Ghana and Malawi, who through the exchange of information focused on developing social dialogue within their respective countries. A follow-up regional event in Dubai took place under the theme 'The Futures of Teaching', and sought to analyse emerging trends and challenges, as well as the progress made by relevant stakeholders and the four member countries towards achieving the SDG target on teachers<sup>108</sup>.

---

<sup>105</sup> Joint Programme Document (third revision). 28 August 2020

<sup>106</sup> "Strengthening Multi-Partner Cooperation to Support Teacher Policy and Improve Learning" Report (2019)

<sup>107</sup> NTI strengthens countries' capacities to develop and implement national teacher policies in Dakar, Senegal. News Item/NTI July 2019 Communications

<sup>108</sup> NTI took stock of progress made in support of teacher policy and improved learning outcomes at 12th Policy Dialogue Forum in Dubai.