

West Africa – Investing in Teachers and School Leaders: Professional Standards, Working Conditions, and Teacher Education

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Steve Nwokeocha, Ebrima D. Kah, Chata Malé, Hungi Njora, Aminata Sessay, and Quentin Wodon



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Steve Nwokeocha, Ebrima D. Kah, Hungi Njora, Aminata Sessay, and Quentin Wodon

October 2023

Abstract:

This study investigates the state of professional standards and competencies for teachers and school leaders in West Africa. It was conducted against the backdrop of guidance from international best practice, including instruments developed by UNESCO, Education International, and the African Union Commission. Apart from an introduction on the need for professional standards and competencies for teachers and school leaders, the core of the study is structured into three chapters devoted respectively to: (1) the national frameworks of professional standards and competencies and its implementation; (2) teacher education, both pre-service and in-service; and (3) the working conditions of teachers and school leaders. The analysis relies on a mixed quantitative and qualitative approach that includes analysis of nationally representative household surveys, online surveys, key informant interviews, and focus groups. In addition to analysis across West African countries, more detailed analysis is also conducted for Sierra Leone and The Gambia to illustrate differences between countries in approaches and policies.

Keywords: Teachers, School leaders, Professional standards, Competencies, Working conditions, Teacher education, West Africa, Sierra Leone, The Gambia.

Cover photo: Participants at the validation workshop for the study on professional standards, working conditions, and teacher education in The Gambia.

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The report considers professional standards, teacher education, and working conditions across West African countries. Some of the data used cover many West African countries, but the report also builds on more in-depth situational analyses for Sierra Leone and The Gambia. Summaries of those analyses are included in this report with the full analyses being available separately through country reports.

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The list of persons interviewed for the West Africa analysis as well as the situational analyses conducted in Sierra Leone and The Gambia are provided in an annex. The authors would also like to thank the team of the Teacher Section at UNESCO in Paris who provided unwavering support, especially Carlos Vargas and Valérie Djoize.

Disclaimer: The analysis in this study is that of the authors only and need not reflect the views of UNESCO, its Executive Directors, of the countries they represent, nor do they necessarily represent the views of the UNESCO International Institute for Capacity Building in Africa or any of the governmental institutions of the Republic of The Gambia that contributed to the implementation of the study.

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ACRONYMS

AFTRA	Africa Federation of Teaching Regulatory Authorities
AUC	African Union Commission
BECE	Basic Education Certificate Examination
B.Ed.	Bachelor of Education
COL	Commonwealth of Learning
CPD	Continuous Professional Development
CPSS	Conference of Principals of Secondary Schools
EI	Education International
ESA	Education Sector Analysis
EU	European Union
GOSL	Government of Sierra Leone
GOTG	Government of The Gambia
GTCS	General Teaching Council for Scotland
HTCP	Higher Teachers' Certificate Primary
HTCS	Higher Teachers' Certificate Secondary
IFTRA	International Forum of Teaching Regulatory Authorities
IICBA	UNESCO International Institute for Capacity Building in Africa
ITF	International Task Force on Teachers for Education 2030
M.Ed.	Master of Education
MoBSE	Ministry of Basic and Secondary Education (The Gambia)
MoBSSE	Ministry of Basic and Senior Secondary Education (Sierra Leone)
MoHERST	Ministry of Higher Education, Research, Science and Technology (The Gambia)
MTHE	Ministry of Technical and Higher Education (Sierra Leone)
NCHT	National Conference of Head Teachers
NCTVA	National Council for Technical, Vocational and Other Academic Awards
NTC	National Teaching Council
OCT	Ontario College of Teachers
OECD	Organisation for Economic Cooperation and Development
PGDE	Post Graduate Diploma in Education
PEO	Principal Education Officer
PhD	Doctor of Philosophy
PSC	Professional Standards and Competencies
SACE	South African Council for Educators
SADC	Southern African Development Community
SL	Sierra Leone
SLTU	Sierra Leone Teachers Union
TC	Teachers' Certificate
TEC	Tertiary Education Commission
TG	The Gambia
TSC	Teaching Service Commission
TRCN	Teachers Registration Council of Nigeria
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UIS	UNESCO Institute for Statistics
UU	Untrained and unqualified (teachers)
UNICEF	United Nations Children's Fund
WASSCE	West African Senior Secondary Certificate Examination

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EXECUTIVE SUMMARY

“Teacher professionalism is not negotiable. Just as we would never want unqualified surgeons operating on our children, we do not want our young people to be taught by unqualified teachers” (UNESCO and Education International, 2019).

Introduction

This study investigates the state of professional standards and competencies for teachers and school leaders in West Africa, with more detailed case studies for Sierra Leone and The Gambia. As is the case in much of sub-Saharan African, children in West Africa suffer from high rates of learning poverty – many cannot read and understand a simple text by age 10. Improving teaching in the classroom and the quality of the school leadership – including through professional standards and competencies, is the key to improving learning. This study was conducted against the backdrop of guidance on professional standards and competencies from international best practice, including the *Global Framework of Professional Teaching Standards* developed by UNESCO and Education International (2019) and instruments from the African Union Commission (2019a, 2019b, 2019c): the *African Continental Framework of Standards and Competencies for the Teaching Profession*, *African Continental Teacher Qualification Framework*, and *African Continental Guidelines for the Teaching Profession*. These global and continental frameworks provide a framework to assess professional standards and competencies in West Africa. Regarding the two case more in-depth country case studies considered in this study, Sierra Leone is a country at an advanced stage for developing its professional standards and competencies for teachers and school leaders, while The Gambia is still in the process of developing its standards. The analysis of two countries at different stages of the process illustrates what can be done in different national contexts.

The study focuses on three areas: (1) framework of professional standards and competencies; (2) teacher education; and (3) the working conditions of teachers. Apart from an introduction on the need for professional standards and competencies for teachers and school leaders, the core of the study is structured into three chapters devoted respectively to: (1) national frameworks of professional standards and competencies and its implementation; (2) teacher education, both pre-service and in-service; and (3) the working conditions of teachers and school leaders. The analysis relies on a mixed quantitative and qualitative approach that includes results from (i) nationally representative household surveys (especially the *Enquête harmonisée sur les Conditions de Vie des Ménages* or EHCVM for 10 countries); (ii) an online survey of officials from Ministries of Education and other agencies across West Africa; (iii) more in-depth analysis and online surveys for teachers and school leaders for Sierra Leone and The Gambia; and (iv) key informant interviews, focus groups, and brainstorming sessions conducted in the two countries and other West African countries. This executive summary outlines key findings and recommendations.

Findings for West Africa

On professional standards and competencies for teachers and school leaders, many countries in West Africa still need to make progress. The analysis targeted 15 ECOWAS countries, of which eight had responded at the time of writing. Apart from an online survey, key informant interviews were held with officials of five countries. While results should be considered as illustrative and preliminary, they are nevertheless instructive to provide a comparative perspective. All countries face challenges, but some are more advanced than others in confronting them. Most countries have legal or policy provisions that support the establishment of a national framework of teaching standards and competencies, but they are

at various stages of this process and have not aligned their frameworks with recommendations from the African Union Commission and UNESCO and Education International, with Nigeria and Sierra Leone being exceptions. Except in those two countries and Ghana, Ministries of Education continue to regulate the teaching profession. Practices such as professional licensure examination, registration, and licensing of teachers and school leaders tend to be absent in most countries. Career paths and mandatory school leadership training for school leaders are yet to be implemented in most countries. Except for Nigeria, Ghana, Sierra Leone, and Burkina Faso, countries do not participate actively in African and global federations of teaching agencies, which reduces their ability to benefit from exchanges of good practices.

On teacher education, using a household survey for WAEMU countries, a profile of the education and other characteristics of teachers was provided. The analysis of household survey data for WAEMU countries suggests (1) a low proportion of women among teachers; (2) low levels of education, particularly for primary school teachers, but with little difference between public and private schools; (3) a minority but nonetheless significant proportion of teachers in rural areas with limited internet access. Data from an online survey of Ministry of Education and other officials also suggests that the qualifications required of teachers are often limited (one or two years of post-secondary school training, typically), with significant issues for continuous professional development and a large contingent of “unqualified” teachers in many countries (those teachers do not meet the required qualifications in their country).

On working conditions for teachers, using the same survey, a profile of the salaries, benefits, and levels of poverty of teachers was also provided. Among the main results, we can note (1) higher annual salaries and other benefits in public schools than in private schools; (2) correspondingly, a higher proportion of teachers in poverty for teachers in the private sector than in the public sector; (3) a lack of medical coverage in the event of an illness or injury that requires medical care; (4) nevertheless a high position of teachers located in the top quintile of well-being compared to the population as a whole; and (5) a more modern financial profile for teachers in the public than private sector. The data from the online survey of Ministry of Education and other officials suggests in addition that the teaching profession is not well perceived in terms of its social status, with job satisfaction likely to be low for many teachers. This is confirmed from data from teacher surveys in Sierra Leone and the Gambia.

Findings for Sierra Leone

Sierra Leone now has a National Professional Standards and Competencies for Teachers and School Leaders (TSC, 2017a) which has been mainstreamed into policy documents including the Comprehensive and Harmonized National Teacher Policies, the Teacher Licensing Examination Guidelines and Syllabus and the Collective Agreement Between the Employers of Teachers of Sierra Leone and The Sierra Leone Teachers Union. The country may be the first in Africa to have signed an agreement with its teacher union to change the salary structure and grade levels of teachers to match the four career stages prescribed by the African Union Commission’s (2019a, 2019b). Sierra Leone’s professional standards and competencies also align with continental frameworks. In short, the regulation of teaching in the country has a strong legal foundation with TSC solidly established to regulate teaching while also enjoying international recognition. The professional standards and competencies adopted in 2017 are being implemented even if there are challenges, including limited funds, staff, and digitization in TSC’s regulatory operations. As for teachers and school leaders, a majority seem to be aware of the new standards and in favor of them.

On teacher education, for both pre-service and in-service, multiple issues undermine quality. Teacher education is fundamental to improve teaching and learning, especially in a context where a large share of teachers do not have the minimum qualifications for teaching. The following issues have been identified

and require responses: (i) The regulatory and quality assurance frameworks for pre-service teacher education is weak; (ii) the TC is the dominant qualification in the school system, with at least 40 percent of the teachers considered as “untrained and unqualified” – they require a path to acquire a degree and minimum qualifications; (iii) even if teachers and school leaders opine that they had adequate pre-service education, retraining is likely needed in many areas. Similar issues affect teacher continuous professional development (CPD). There is lack of national framework for the regulation of CPD and an inability of TSC currently to exert its regulatory power over CPD programs. Government programs (and budgets) are insufficient to address CPD concerns, with only a minority of teachers and school leaders being trained each year. Another issue is the multiplicity of agents training teachers, often with their own preferences in terms of what trainings emphasize, without effective coordination. CPD programs should have a positive impact on the professional capacities of teachers and leaders yet may not count so much towards promotion and advancement along the career path. CPD is being provided by the government, the teacher union, and individuals themselves, but coordination may again be lacking. A positive development is a National School Leadership Program being developed by TSC, although it could be better aligned with the African continental standards, domains, and competencies of school leadership. Teachers need more supply of teaching and learning resources, while leaders need more staffing and resources. As to digital competencies, most teachers and school leaders feel that they have good or excellent knowledge and skills for using computers, the internet, and online resources but there are few official provisions for access to a computer, laptop, tablet, or the internet. In terms of priority needs for CPD, teachers and leaders emphasize capacity building in teaching methodologies and the use of educational technologies, respectively, with school leaders also emphasizing training for leading professional knowledge, practice and conduct in their school. Many of these topics are discussed in the Education Sector Plan 2022-2026.

On working conditions for teachers and school leaders, the Collective Agreement signed between TSC, and the Teacher Union is a major step forward, but some issues remain. The Collective Agreement will strengthen professional standards and competencies. It is a clear example of good practice in teacher-employer relationships as it aligns with the Professional Standards and Competencies, stating clearly what a teacher or school leader should know and do, how to behave and what to expect in terms of reward, sanctions, retirement, and general benefits. Another positive development is the role of the Teaching Service Trade Group Negotiating Council in promoting harmony in labor relations between employers and union representatives. At the same time, a range of issues remain. Teacher performance evaluations still appear to follow the traditional pattern of superiors filling up annual performance reports and recommending for promotion, not necessarily considering CPD credits for example. The Presidential Teacher Awards have been instituted in 2021 to recognize some of the Best Teachers at the district and national levels, but some teachers and school leaders still do not know about these awards. In terms of their working environment, while most teachers and school leaders assess it as good, in many schools staffrooms and offices still do not have basic amenities. Working relations are generally good among colleagues and should be sustained. But while in the main, salaries are paid as and when due and completely, some teachers indicate that their salaries are paid only in part or late. Overall, teachers and school leaders rate their social status and job satisfaction as average only, rather than good.

Findings for The Gambia

On professional standards and competencies for teachers and school leaders, while The Gambia has policies in place, it has yet to adopt recommendations from international frameworks. The country has made substantial efforts to develop and implement a national framework of professional standards and competencies for teachers and school leaders. However, much of these have not been published, the implementation is still in its infancy, and the framework is not aligned with the global frameworks

provided by UNESCO and Education International and those developed by the African Union Commission. There is a low level of awareness about these global and continental frameworks among stakeholders. Other professional foundations have also not been laid for the teaching profession as expected by the continental frameworks. For instance, there is yet no law that has conferred on teaching a professional status, and there is also no National Teaching Council for the regulation of the profession. The Gambia has also not joined the Africa Federation of Teaching Regulatory Authorities (AFTRA) and the International Forum of Teaching Regulatory Authorities (IFTRA) to benefit from sharing of good practices. The Gambian Education Sector Strategic Plan 2016- 2030 endorses the development of professional standards and competencies for teachers and school leaders, but its recommendations must be implemented, including by creating a career path aligned to the African Union Commission framework. Mentoring, guidance, monitoring, assessment, evaluation, rewards, and other professional support to teachers and school leaders should all be further developed to firmly establish teaching as a profession in the country.

As in other countries, for both pre-service and in-service teacher education, multiple issues undermine quality. Teacher education is fundamental to improve teaching and learning, especially in a context where a large share of teachers do not have the minimum qualifications for teaching. The following issues have been identified and require responses: (i) The regulatory and quality assurance frameworks for pre-service teacher education is weak (e.g., lack of accreditation); (ii) two-year degrees are a dominant qualification in the school system, which is not enough, but some teachers do not even have that minimum– they require a path to acquire a degree and minimum qualifications; (iii) even if teachers and school leaders opine that they had adequate pre-service education, retraining is likely needed in many areas; and (iv) the academic staff and enrolment capacity of the three teacher education institutions is limited and insufficient to meet the demand for teachers. Similar issues affect teacher continuous professional development (CPD). There is a “Comprehensive Pre-Service and In-Service Strategic Framework and Implementation Plan” but it is not yet operationalized and could be better aligned with the international frameworks on standards and competencies. Government programs (and budgets) are insufficient to address CPD concerns, with only a minority of teachers being trained each year. CPD programs should have a positive impact on the professional capacities of teachers and leaders yet may not count so much towards promotion and advancement along the career path. CPD is being provided by the government, the teacher union, and individuals themselves, but coordination may be lacking. A positive development is a new one-year full-time training from MDI in school management and leadership provide to aspiring leaders. Teachers need more supply of teaching and learning resources, while leaders need more staffing and resources. As to digital competencies, most teachers and school leaders feel that they have good or excellent knowledge and skills for using computers, the internet, and online resources but there are few official provisions for access to a computer, laptop, tablet, or the internet. In terms of priority needs for CPD, teachers emphasize capacity building in teaching methodologies and the use of educational technologies. Many of these topics have been discussed in the Education Sector Strategic Plan 2016-2030.

On working conditions for teachers and school leaders, improvements should again also be considered. Teachers in public basic and senior secondary education are government employees bound by the civil service rules and conditions of service. Policies and Orders issued by the Personnel Management Office define the rights and obligations of employees as well as government. The *Public Service Commission Regulations* empowers the Public Service Commission to handle all appointments, promotions, transfers, terminations, and related matters in the service. However, *The Gambia Civil Service: Scheme of Service Teachers Cadre* makes additional provisions that are specific to teachers. Many of the recommendations related to strengthening the career path for teachers are relevant for their working conditions. In addition, while many Governments and regional entities have introduced Best Teacher Awards to recognize outstanding teachers, this has not yet been done in The Gambia. In many countries teachers tend not to

be highly satisfied with their job. This is also the case in The Gambia. Teachers were asked questions in the online survey on a range of factors that may affect working conditions as well as their overall job satisfaction and perception of their status. On a scale from 1 to 5, teachers rate their social status at an average value of 3.5 and their job satisfaction at an average value of 3.2. The relatively low levels of job satisfaction may be due in part to the level of salaries, but possibly also to issues with the timing of payment of those salaries. Half of the teachers that responded to the survey stated that their school did not have staff rooms, and when they are available, they may lack amenities. On the other hand, almost all teachers described the relationships with their supervisors as good or excellent, a positive sign.

Conclusion

While progress is being achieved towards professional standards and competencies for teachers, a lot remains to be done, including for teacher education and the working conditions of the teachers. This study was conducted against the backdrop of guidance from international best practice, including instruments developed by UNESCO, Education International, and the African Union Commission. Apart from an introduction on the need for professional standards and competencies for teachers and school leaders, the core of the study is structured into three chapters devoted respectively to: (1) the national frameworks of professional standards and competencies and its implementation; (2) teacher education, both pre-service and in-service; and (3) the working conditions of teachers and school leaders. The analysis relies on a mixed quantitative and qualitative approach that includes analysis of nationally representative household surveys, online surveys, key informant interviews, and focus groups. In addition to analysis across West African countries, more detailed analysis is also conducted for Sierra Leone and The Gambia to illustrate differences between countries in approaches and policies. Overall, the study suggests that progress is being achieved in many countries, but much remains to be done. The next step will be to provide more detailed guidance to countries on how to improve their teaching profession.

CHAPTER 1: BACKGROUND, OBJECTIVE, AND DATA

Introduction

As is the case for much of sub-Saharan Africa, West African countries are affected by a severe learning crisis. Estimates suggest that in sub-Saharan Africa, up to nine in ten children aged 10 may be learning poor, that is not able to read and understand a simple, age-appropriate text (World Bank et al., 2022; see also Bashir et al., 2018 on Africa). While some children are learning poor because they are out of school, in most African countries, many children who are enrolled in school are also not able to read and understand a simple text by age 10. Among the West African countries for which estimates are available, learning poverty affects from 56 percent of children in Benin to 95 percent in Mauritania.

Improving learning is key for increasing human capital and the countries' future development prospects. A country's assets base is what enables its population to be productive. This assets base includes natural capital, produced capital, and human capital, itself defined as the present value of the future earnings of the labor force. In sub-Saharan Africa as a whole, estimates from the World Bank (2021) suggest that 60 percent of the countries' wealth consists of human capital. This shows the importance of investing in people for the future development of the country. To increase human capital wealth, and thereby create the conditions for gains in standards of living, improving educational opportunities and learning in school must be a priority. This requires a focus on professional standards and competencies for teachers and school leaders since while many factors may contribute to high levels of learning poverty, one the most important is the fact that the quality of teachers and school leaders remains too low¹.

Better teachers and school leaders are needed to improve learning, but West African countries face major challenges. School enrolment is rapidly rising in part due to population growth, leading to a shortage of (qualified) teachers. In some countries, more than a third of current teachers are considered 'untrained and unqualified' based on their education. Pupil-teacher ratios are often high, with pupil-qualified teacher ratios being even higher. There is also a persistent gender gap in the teaching force across countries. While research suggests that female teachers and school leaders are associated with better learning outcomes, only a small share of teachers and an even smaller share of school principals are women, especially at the secondary level (women account for most teachers at the pre-primary level).

Some countries have adopted international best practices towards creating professional standards for teachers, but most countries have a long way to go. The aim of this study is to assess the state of professional standards and competencies for teachers and school leaders in West Africa. Specifically, the study considers (1) national frameworks for teaching standards and competencies; (2) pre-service and in-service teacher education; and (3) working conditions for teachers. The study is based on analysis conducted across West African countries, as well as more detailed case studies for Sierra Leone and The Gambia that are available separately (Nwokeocha et al., 2023a, 2023b). This report for West Africa and the separate analyzes available for Sierra Leone and The Gambia follow the same structure, with some of the material reproduced across the regional and country studies. For background, it may be useful in this introductory chapter to briefly explain why professionalizing teaching and school leadership matters and how this can be done, relying in part on frameworks from the African Union as benchmarks.

¹ Another issue is that of teacher shortages in part because the teaching profession may not be sufficiently attractive (on shortages, see International Teacher Task Force on Teachers for Education 2030, 2021, 2021).

Teachers and school leaders as professionals

Professionalizing teachers and school leaders through a competencies-based standards is a must. *“Teacher professionalism is not negotiable. Just as we would never want unqualified surgeons operating on our children, we do not want our young people to be taught by unqualified teachers”* (UNESCO and Education International, 2019). This statement in the Global Framework of Professional Teaching Standards points to the importance of professional standards and competencies for teachers and school leaders. In too many low-income countries, teaching remains seen as an activity open to “all-comers”, without candidates for the profession necessarily having the competencies required (African Union Commission, 2017; Nwokeocha, 2018; UNESCO Institute for Statistics, 2018). There is an urgent need to adopt standards and provide the training that teachers need to become more effective.

The tenets of professionalism include standards and ethics, quality pre-service and ongoing professional development, and career paths (Artur, 2018; Association of Accredited Public Policy Advocates to the European Union, 2022; Nwokeocha, 2017)². The need to professionalize teaching is now well recognized. Some 57 years ago, Scotland, UK (1965) became the first jurisdiction to enact a law to legalize teaching as a profession, making it a crime for an individual to practice without registration and licensing. It also incorporated teacher professional ethics and standards in the law and created the General Teaching Council for Scotland (GTCS) as a professional regulatory body. A year later, UNESCO and ILO (1966) came up with *Recommendations concerning the status of teachers* which were followed later by *Recommendations concerning the status of higher education teaching personnel* (1997) as standards-setting instruments. The 1960s witnessed a renaissance in the professionalization of teaching.

More countries have started to adopt professional standards and competencies for teachers and school leaders, including a few in Africa. In Africa, the Teachers Registration Council of Nigeria (TRCN) Decree (Nigeria, 1993) is one of the first laws to legalize teaching. TRCN was created to determine who should be a teacher, set standards for teaching, and raise those standards from time to time as circumstances permit (Section 1[1]a-c). The law mandated TRCN to register and license qualified teachers, accredit teacher education programs, regulate ongoing professional development, and prosecute any breach of professional standards. Other African countries have enacted similar laws and created a professional regulatory body for teaching with the mandate to develop and implement standards and competencies for teachers. Apart from TRCN in Nigeria, these regulatory bodies include the Council for Educators (South Africa, 2000), the Teaching Service Commission (Kenya, 2012), the National Teaching Council (Ghana, 2008), the Teaching Professionals Council (Botswana, 2019), and many others.

The idea to professionalize teaching was at the core of the creation in 2017 of the International Task Force on Teachers for Education 2030 which commissioned research on “Teaching: A Profession,” a phrase used as the theme of the 10th Annual Policy Dialogue Forum (International Task Force on Teachers for Education 2030 & International Forum of Teaching Regulatory Authorities, 2017; International Task Force on Teachers for Education 2030, 2017a). The research, conducted on behalf of the Task Force by the International Forum of Teaching Regulatory Authorities (IFTRA), the world body of the national authorities that regulate teaching, investigated “the state of the professionalization of teaching across the regions of the world.” The Outcome Statement of the Policy Dialogue Forum (International Task Force on Teachers for Education 2030, 2017b) brought professional teaching standards to the fore. It declared that

² As defined by the Australian Council of Professions (2003), a profession is “a disciplined group of individuals who adhere to ethical standards and who hold themselves out as, and are accepted by the public as possessing special knowledge and skills in a widely recognized body of learning derived from research, education and training at a high level, and who are prepared to apply this knowledge and exercise these skills in the interest of others.”

“at its core, professional teaching standards should define the knowledge, skills, and competencies required for effective teaching.” The standards and competencies are the set of knowledge, skills, values, attitudes, and orientations that a teacher must have to be seen as qualified and fit to teach (Nwokeocha, 2017; Southern African Development Community, 2018). The Outcome Statement also emphasized the governance of the profession, stating that *“governments need to legislate for a dedicated professional body to have the legal power to regulate and exercise professional leadership for teachers, such as a teaching council”* (International Task Force on Teachers for Education 2030, 2017b).

In Africa, existing national teaching standards and competencies published in a few countries are a foundation to build upon³. At the level of the Economic Communities, the *Professional Standards for Basic Education Teachers in West and Central Africa* are noteworthy. They were developed by the UNESCO Regional Office for Dakar (2016) in partnership with UNESCO Abuja Office, UNESCO IICBA, International Task Force on Teachers for EFA, CONFEMEN and other partner agencies. Another reference is the *Regional Framework for Teacher Professional Standards and Competencies* by the UNESCO Regional Office for Southern Africa with the Southern African Development Community (SADC, 2018). A year later, UNESCO and Education International (2019) released a *Global Framework of Professional Teaching Standards* and UNESCO and the International Task Force on Teachers for Education 2030 (2019) developed the *International Guidance Framework for Professional Teaching Standards*.

A critical point is that teachers must be at the center of the development, implementation, monitoring, and evaluation of professional standards. Teacher unions must be given the latitude to work with the government and other education stakeholders in this process to ensure teacher well-being. As stated in the 2019 report by UNESCO and Education International, *“teaching practice must be evidence based and student focused. Teachers must have access to continuous professional learning and development throughout their careers... Improving teacher salaries and working conditions is absolutely essential, but the status of teachers is not just about pay and conditions. It is also about empowering and supporting teachers to stand at the center of what they do – the teaching and learning process”* (UNESCO and Education International, 2019). The report warns against ‘de-professionalization’ and calls for *“an end to the “precarious status of teachers,” and recommended that the teacher unions and government should use the framework of standards and competencies to “strengthen their national teaching standards and teaching and learning practices in order to ensure equitable, inclusive, free, quality education for all.”*

As for school leadership, is critical and requires preparation, standards, and competencies. It used to be that teachers assumed leadership roles without adequate preparation as there were no clearly stated standards for school leaders⁴. Yet school leadership also requires training. As noted in OECD (2008), while management may mean ‘doing things right,’ leadership implies ‘doing the right thing.’ Leadership is unique and refers to the capacity of individuals or groups to exert influence on others, thereby shaping their attitudes, motivations, and behaviors. School leadership is the art and capacity to positively influence others – including students, teachers, and other personnel and stakeholders, to accomplish exceptional goals for the school and education system. This art and capacity have hitherto been compromised when school leaders are appointed based merely on the length of years spent as a teacher, political, or other

³ Some of the most prominent standards are those for Nigeria, Namibia, Ethiopia, and South Africa (Teachers Registration Council of Nigeria, 2010; Namibia Qualifications Authority, 2012; Ministry of Education, Ethiopia, 2013; and South African Council for Educators, 2017).

⁴ See for example Australian Institute for Teaching and School Leadership Limited (2015); Asia Society Partnership for Global Learning (2012); Centre for Education Statistics and Evaluation, NSW Department of Education (2020); Organisation for Economic Co-operation and Development (2008, 2011); and Wallace Foundation (2013).

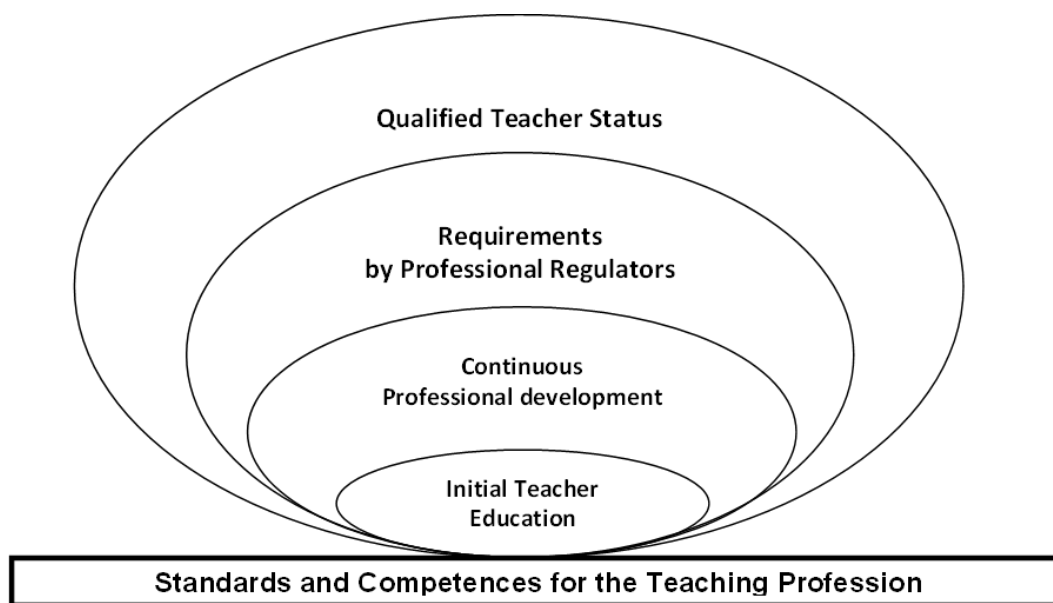
interests. As noted by the Wallace Foundation (2013) recalls that school leadership used to be “noticeably absent from most major school reform agendas.” According to the Centre for Education Statistics and Evaluation, NSW Department of Education (2020), “high-performing school systems proactively identify candidates and place them on a leadership development track”. The Centre argues that principals make the second biggest impact on student outcomes, after the quality of teaching in the classroom.

Teacher professional guidelines for Africa

Building on this body of work, the African Union Commission (2019a) developed the African Continental Framework of Standards and Competencies for the Teaching Profession, introducing additional features not in the global frameworks. This includes standards for school leadership, provisions for the career path for teachers and school leaders, and modalities for implementation and other critical matters. The Africa Union Commission supported the professional standards and competencies by developing two other continental frameworks that same year: the *African Continental Teacher Qualification Framework* and the *African Continental Guidelines for the Teaching Profession* (African Union Commission, 2019b, 2019c).

The African Continental Guidelines for the Teaching Profession encourage the professionalization of teaching in Africa. These include the requirements for legislation to make teaching a profession, the need for the creation of a professional regulatory agency, the development of national teaching standards in line with the continental standards, and the institutionalization of several other recommendations to give teaching a strong foundation as a profession (Box 1.1). The *African Continental Teacher Qualification Framework* dealt with issues around pre-service teacher education; teacher education curricular frameworks; teacher education accreditation; induction, internship, professional registration, and licensing of teachers; and continuous professional development, as well as progress across the career path for both teachers and school leaders (see again Box 1.1). The African Union Commission (2021) further issued a Note Verbale to member states requesting governments to implement the African frameworks, which it collectively called the *Teacher Professional Guidelines*. As an example of frameworks being used, key elements of the African Continental Teacher Qualification Framework are visualized in Figure 1.1.

Figure 1.1: Key Elements of the African Continental Teacher Qualification Framework



Source: African Union Commission (2019b).

Box 1.1: The African Continental Guidelines and the Continental Teacher Qualification Framework

The *African Continental Guidelines* define a profession as: “an exclusive vocation founded upon a long period of preparation in theory and practice at approved institutions and embodies its code of ethics and standards of practice protected through the certification and recruitment of only qualified individuals and regulated by a statutory professional authority to earn public trust and recognition” (African Union Commission, 2019c). Three principles are highlighted: (1) the Principle of Professionalism (clearly defined area of practice; appropriate and relatively long preparation of practitioners in theory and practice; professional ethics and professional standards; certification, registration, and licensing of professionals; public trust and recognition; highest standards of service; legalization of the profession; and prohibition of non-professionals from practice); (2) the Principle of Equity – Governments must treat teaching equitably in comparison with other professions (e.g., if member states have enacted laws that legalize other professions, they should enact a similar law to give teaching a legal foundation) and (3) the Principle of Prioritization of Teaching as “one of the most decisive factors in learning achievement and educational development.”

The *Guidelines* make a range of recommendations including: (i) Legalization of the Teaching Profession – apart from an appropriate law, member states should establish a professional regulatory authority and provide a synopsis of the functions and powers of such a body; (ii) Key Continental Frameworks – member states should develop or align existing national frameworks to the African Continental Frameworks on Teacher Standards and Competencies, Teacher Qualification, Teacher Professionalization, and Teacher Mobility; (iii) Africa Federation of Teaching Regulatory Authorities (AFTRA) – Ministries of Education and National Teaching Regulatory Authorities should strengthen their membership in AFTRA for exchange of best practices and harmonization of professional standards and competencies, teacher qualification and mobility in Africa, and other professional issues; and (iv) Working and Living Conditions of Teachers – member states should address the issues of teacher motivation and living conditions as recommended among others by the *Study on Teacher Training, Working, and Living Conditions in Member States* (African Union Commission, 2017) and *Teacher Support and Motivation Framework for Africa* (UNESCO IICBA, 2017).

Citing UNESCO Institute for Statistics (2012) and European Commission (2018a), the *African Teacher Qualification Framework* defines qualification as “the formal outcome of an assessment and validation process obtained when a competent body determines that an individual has achieved learning outcomes to given standards” (African Union Commission, 2019). A teacher qualification framework is “a complex network of teacher professional standards and competencies, initial teacher education, continuing professional development and professional regulatory requirements within specific socio-economic, political and cultural peculiarities of a country.” Provisions must be made regarding pre-service education; registration, certification and licensing; induction and mentoring; and continuous professional development. In particular, the Framework brings to the fore the importance of:

(i) Career paths defined as “the stages of proficiency: An increasing level of competencies expected of a professional as he or she moves from the point of entry to retirement” or the “benchmarks which recognize the professional growth of teachers throughout their careers, represented by increasing levels of knowledge, practice and professional engagement” (African Union Commission, 2019a, p. 9). The career path has four stages that teachers and school leaders need to pass through in their professional development (beginner, proficient, expert, and distinguished).

(ii) Standards and competencies for teachers in five key domains: (a) Professional knowledge and understanding; (b) Professional skills and practice; (c) Professional values, attributes, and commitment; (d) Professional partnerships; and (e) Professional leadership. These five domains mirror the recommendations in UNESCO (2019), UNESCO & Education International (2019), and International Task Force on Teachers for Education 2030 (2019). For every standard, specific competencies are expected at each of the four career stages.

(iii) Standards and competencies for school leadership in seven areas: (a) Developing self and others; (b) Leading professional knowledge, practice, and conduct; (c) Managing school resources; (d) Promoting school improvement, innovation, and change; (e) Generating resources internally and ensuring accountability; (f) Supporting learners’ enrolment and participation; and (g) Engaging and working with the community. Again, each standard should have competencies expected at the four career stages.

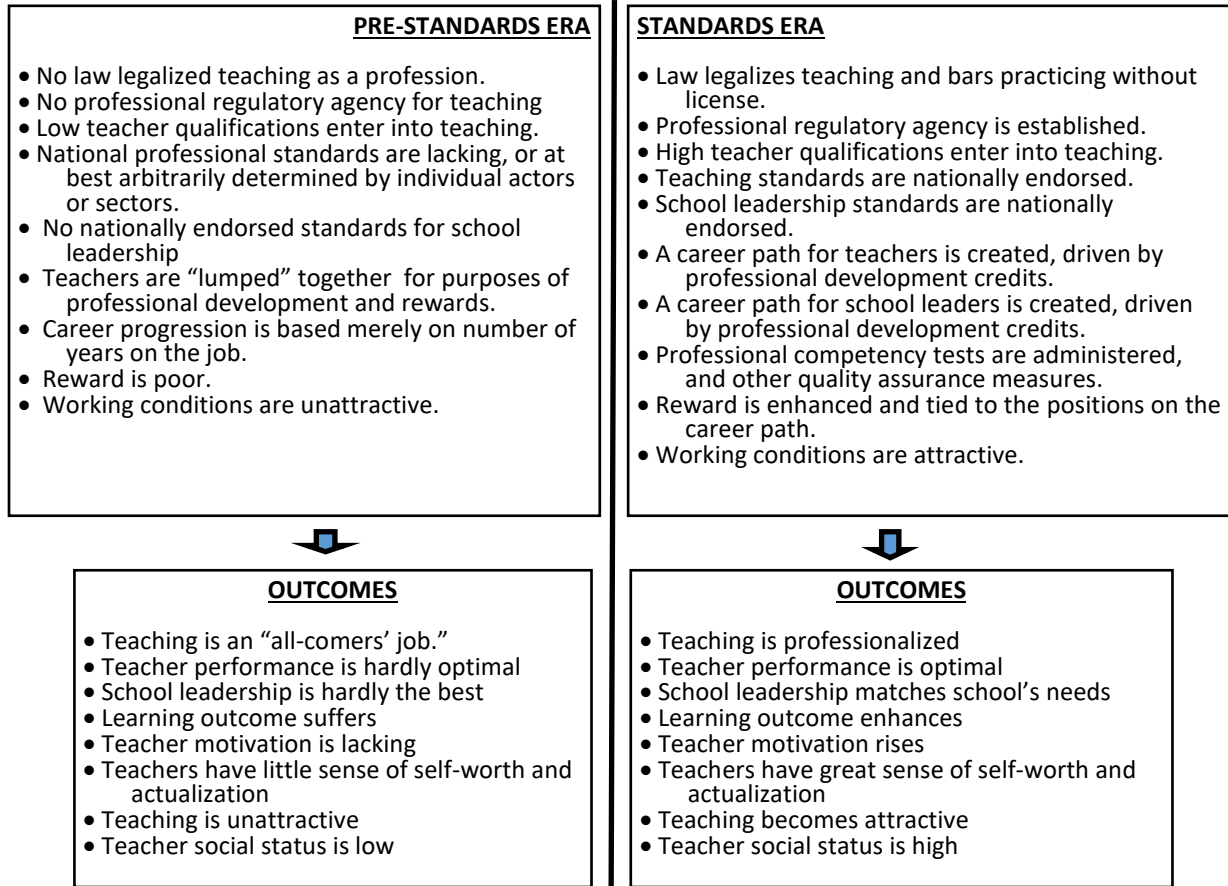
The guidelines explain in some details what is expected of teachers. For example, they stipulate that a bachelor's degree or another degree with a Post Graduate Diploma in Education (PGDE) is as a minimum qualification. They outline exit competencies of any initial (pre-service) teacher education. Other provisions include curricular frameworks and quality indicators for pre-service training and requirements and processes for the professional accreditation of teacher education programs. The Teacher Qualification Framework also prescribes induction and mentoring for newly qualified teachers; continuous professional development and credits required to move from one career stage to another; teacher competency assessments and other requirements for teachers. They introduce a Diploma in School Leadership and Management (DSLML) as a prerequisite for entering the leadership track. For the four stages of the career path of school leadership, they also provide a framework for induction and mentoring; continuous professional development and credits; competency assessment; and other aspects of the career.

Accountability and teacher well-being

Standards and competencies provide a framework for accountability, for teachers and school leaders but also for the education system. A successful accumulation of professional development credits should result in rewards not only in terms of rising through the career path, but in terms of monetary and non-monetary incentives. When teachers know that their efforts will count and be rewarded, they are more likely to work harder to unleash their potential. This model is in contrast with a setting where standards and competencies are neither clearly stated nor endorsed. The pre-standard regime treated teachers as a homogenous group. What led to career progression was the mere number of years spent on the job. This is not the case anymore under a standards approach, as shown in Figure 1.2. Promoting professional standards and competencies for teachers and school leaders can transform an education system.

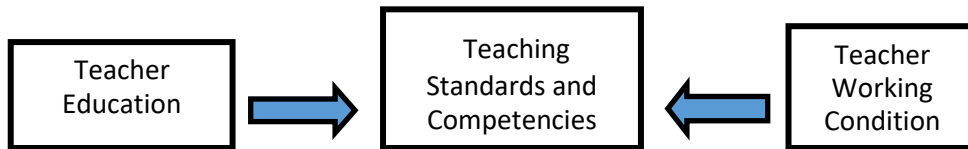
This simple theory of change makes it clear that professional standards and competencies relate closely not only to pre-service and in-service teacher education, but also to the working conditions of teachers. Whether a country's teachers and school leaders achieve expected standards and competencies depends in part on that attractiveness of the profession, and thereby on teachers' working conditions. Said differently, like a coin, teaching standards and competencies have (at least) two sides, which are teacher education and working conditions. These are powerful forces shaping teaching standards and competencies (Figure 1.3). Teacher education comprises pre-service education and continuous professional development. An individual cannot give what s/he does not have, hence a teacher cannot achieve standards and competencies that have not been nurtured. Similarly, no matter the standards and competencies that a teacher comes with, working condition affect how much of those the teacher can impart upon learners and the school system. These working conditions affect teacher motivation, but they also matter for the health and safety of the teacher. When the safety of teachers is threatened by insecurity, natural disasters, conflicts, and other emergencies, they cannot offer their best.

Figure 1.2: Theory of Change Anchored in Professional Standards and Competencies



Source: Authors.

Figure 1.3: Selected Forces Shaping Teaching Standards and Competencies



Source: Authors.

Box 1.2: Other Existing Frameworks

While this study relies on a particular framework, it should be noted that other frameworks with similar objectives exist. For example, the thinking that professional standards and competencies may have transformative potentials is implicitly at the core of the World Bank's (2013) Systems Approach for Better Education Results or SABER. The teacher domain of SABER outlines eight policy goals: (1) Setting clear expectations for teachers; (2) Attracting the best into teaching; (3) Preparing teachers with useful training and experience; (4) Matching teachers' skills with students' needs; (5) leading teachers with strong principals; (6) Monitoring teaching and learning; (7) Supporting teachers to improve instruction; and (8) Motivating teachers to perform. The goals are closely related to the ideals embedded in professional standards and competencies. As noted in the SABER 'What Matters' paper for the teacher domain, "education systems ... vary greatly in the content of the regulations they put in place to organize issues such as who is allowed to teach and what qualifications they are expected to have, under what conditions they will be teaching, how their work will be monitored, rewarded, and supported, among many others. Understanding the ways in which each education system regulates these issues is crucial to inform policy options" (World Bank, 2013).

Objective and outline of the study

This study assesses the current state of professional standards and competencies for teachers and school leaders in West Africa, relying in part on the African frameworks as benchmarks. As mentioned above, the study considers (1) national frameworks for teaching standards and competencies; (2) pre-service and in-service teacher education; and (3) the working conditions of teachers. The study focuses on teachers and school leaders (i.e., head teachers and principals) and is part of a broader work program on those issues at UNESCO's International Institute for Capacity Building in Africa (IICBA). The analysis is based on a wide range of data, including: (i) nationally representative household surveys for 10 countries; (ii) an online survey of officials from Ministries of Education and Teacher Service Commissions across West Africa; (iii) online surveys for teachers and school leaders conducted for Sierra Leone and The Gambia; and (iv) key informant interviews, focus groups, and brainstorming sessions conducted in the same two countries. The study was funded by the Shanghai Trust-in-Fund project with the aim is to promote the professionalization of teaching in Africa and the Asia-Pacific. The study was undertaken within the context of Target 4.A under the Sustainable Development Goals (increase the supply of qualified teachers in developing countries) and the African Union's *Continental Education Strategy for Africa* (CESA 2016-25) and *Agenda 2063: The Africa We Want*.

The first area of investigation is the national framework of professional standards and competencies for teachers and school leaders. Questions considered include: Which laws and key policies support the standards and competencies adopted in various countries?; What are the institutional frameworks for the regulation of the standards and competencies?; What are the content and structure of the standards and competencies?; What is the level of implementation of the standards and competencies?; How are the standards and competencies aligned to the UNESCO and Education International (2019) and African Union Commission (2019a, 2019b) frameworks of professional standards?; and How is the regulation of the teaching profession aligned with the African Union Commission (2019c) *Continental Guidelines on the Teaching Profession*?

The second area of investigation focuses on teacher education. Questions considered include: What are the critical pre-service teacher issues?; What is the type/profile of the teaching qualifications required?; What are entry requirements, duration, and curricular framework for teacher qualifications?; What is the system of accreditation of teacher education programs and other quality assurance best practices?; Is there a national framework for continuous professional development (CPD) and what is the quantity, quality, and regularity of in-service training being provided?; Does CPD counts for teacher advancement?;

Are teachers being mentored, especially after the initial induction?; Is there a mandatory course for School Leadership and Management?; What are some of the teacher quality issues encountered in the school system; and How is teacher education aligned with the provisions of the African Union Commission (2019b) *Continental Teacher Qualification Framework* and other frameworks based on best practices?

The third area of investigation focuses on the working conditions of the teachers and school leaders.

Questions considered include: What are some of the key issues as expressed by teachers and school leaders that affect their working conditions?; What are the levels of wages for teachers and do they benefit from various benefits?; How do teachers compare to other groups in terms of their standards of well-being?; and how are policies and practices aligned with the *Recommendations on the Training, Working and Living Conditions of Teachers* (African Union Commission, 2017) and *Teacher Support and Motivation Framework* and other guides? (UNESCO IICBA, 2017).

The study consists of four core chapters and annexes. Chapters 2 to 4 consider sequentially the three areas of focus for the study, namely (1) national frameworks for teaching standards and competencies; (2) pre-service and in-service teacher education; and (3) the working conditions of teachers. Annexes provide additional information, including a list of key findings and associated recommendations.

Data

The study relies on a blend of qualitative and quantitative approaches. Apart from a brief literature review, the analysis is based on a wide range of data, as mentioned above. Key data sources are as follows:

1. ***Nationally representative surveys available for multiple West African countries:*** The surveys (*Enquête harmonisée sur les Conditions de Vie des Ménages* or EHCVM) are comparable across countries and used to assess the standards of living of teachers and their education level, as well as other characteristics. These household surveys were implemented in 10 countries by the World Bank as part of a collaboration with WAEMU (West African Economic and Monetary Union).
2. ***Online survey on policies and practices for West African countries.*** Data on policies related to professional standards and competencies were collected for West African countries using an online survey. Questionnaires were sent to senior officials from Ministries of Education and Teacher Service Commissions (in the countries with such Commissions). In countries with no national commission or similar agency, two different Departments (whose functions pertain to teacher education and regulation) from the same Ministry were asked to complete the survey, so that the two responses per country could be checked for consistency. In total, twelve officials completed the survey yielding data for eight countries (Benin, Burkina Faso, Cote d'Ivoire, Liberia, Nigeria, Senegal, Sierra Leone, and The Gambia). Table 1.1 shows the Ministries of Education and agencies or departments that responded. The online survey targeted the 15 members⁵ of the Economic Community of West African States (ECOWAS) and is still on-going to collect data for more countries, but preliminary findings from the data collected so far are shared in this report. The questionnaire for the online survey is provided in Annex 3.

⁵ The 15 ECOWAS member countries are Benin, Burkina Faso, Cabo Verde, Côte d'Ivoire, The Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone, and Togo.

Table 1.1: Respondents to West Africa Online Survey on Professional Standards for Teachers

Country	Organization
Benin	Ministère des enseignements Maternel et Primaire
Burkina Faso	Ministère de l'éducation nationale, de l'alphabétisation et de la promotion des langues nationales
Côte d'Ivoire	Ministère de l'éducation nationale et de l'alphabétisation
Côte d'Ivoire	Direction de la Pédagogie et de la formation Continue
Liberia	Ministry of Education
Nigeria	Teachers Registration Council of Nigeria
Nigeria	Federal Ministry of Education
Senegal	Ministère de l'Éducation Nationale
Sierra Leone	Sierra Leone Teaching Service Commission
Sierra Leone	Ministry of Basic and Senior Secondary Education
The Gambia	Ministry of Basic and Secondary Education (Directorate of Curriculum)
The Gambia	Ministry of Basic and Secondary Education (Human Resources Directorate)

Source: Compiled by the authors.

- 3. Online surveys of teachers and school leaders for Sierra Leone and The Gambia.** As mentioned earlier, more in-depth situational analyses were conducted for Sierra Leone and The Gambia. Questionnaires (see Annexes 4 and 5) were designed for teachers and school leaders with over 40 questions on professional standards, teacher education (pre-service and in-service) and working conditions. Links to the online questionnaires were sent randomly to 1,000 teachers and 1,000 school leaders in each of the two countries, ensuring that individuals in various school districts in the countries would receive links in accordance with the proportion of their teachers and school leaders. In Sierra Leone, a total of 453 teachers and 406 school leaders responded, suggesting high response rates. In The Gambia, a total of 183 teachers and 36 school leaders submitted responses to the survey. The response rate for teachers was considered adequate, but for school leaders it was low, hence statistical analysis was conducted in that country only for teachers.
- 4. Key informants interviews, focus groups, and brainstorming sessions at the country and regional levels.** Interviews in Sierra Leone and The Gambia were conducted with officials from Ministries of Education, Teacher Training Institutions, Teacher Unions, school principals as well as teachers, and a wide range of other stakeholders. In addition, in Sierra Leone, brainstorming sessions were held with the Management Team of Teacher Service Commission, the agency established by law to employ and regulate teachers. This enabled the research team to regularly review data collected and understand them in the context of the work of the Commission. In The Gambia, focus groups were held with key informants from various agencies with a similar purpose. Beyond the more in-depth analysis for Sierra Leone and The Gambia, interviews were conducted with key informants from Benin, Burkina Faso, Côte d'Ivoire, Liberia, and Nigeria. The list of interviews conducted in Sierra Leone, The Gambia, and the other countries is provided in Annex 2. Finally, an interview was conducted with the Acting Head of Education at the ECOWAS Directorate of Education, Science and Culture. This enabled the researchers to obtain information at the level of ECOWAS concerning frameworks of teaching standards and competencies in the region.

CHAPTER 2: PROFESSIONAL STANDARDS AND COMPETENCIES

Introduction

Most children in West Africa are not able to read and understand a simple text by age 10. As noted in the introduction, Sub-Saharan Africa is facing a deep learning crisis (World Bank et al., 2022; see also Bashir et al., 2018 on Africa). Up to nine in ten children may be learning poor, i.e., not able to read and understand a simple text by age 10. Table 2.1 provides estimates of (i) the share of children aged 10 who are out of school, with all those children considered as learning poor; (ii) the share of children who are in school but still not able to read and understand a simple text (those children are considered “learning deprived”); and (iii) the overall share of children who are learning poor⁶. Among the countries for which estimates are available, learning poverty affects from 56 percent of children in Benin to 95 percent in Mauritania. Four of the eleven countries in Table 2.1 have learning poverty rates at or above 90 percent, with also systematically high rates of learning deprivation among children in school.

Table 2.1: Estimates of Learning Poverty for Selected Countries, West Africa (%)

Countries	Learning poverty among all children (%)	Share of student in school learning deprived (%)	Share of children out of school (%)
Benin	56	55	3
Burkina Faso	74	67	21
Cameroon	72	70	7
Chad	94	92	27
Cote d'Ivoire	83	78	21
Guinea	83	78	22
Mali	90	86	33
Mauritania	95	93	26
Niger	90	86	34
Senegal	69	59	24
Togo	82	81	5

Source: Compiled by the authors from World Bank learning poverty country profiles.

Improving learning requires better teaching, but while progress has been made towards establishing professional standards and competencies for teachers and school leaders, much remains to be done.

This chapter provides a comparative analysis of professional standards and competencies across ECOWAS countries to assess their progress towards adopting a National Framework of Teaching Standards and Competencies (in sub sequent chapters the issues of teacher education and the working conditions for teachers are considered). As noted in Box 2.1, ECOWAS has not produced guidance on professional standards and competencies for teachers and school leaders, hence the framework used for analysis is that of the African Union. The objective of the analysis in this chapter is specifically to (i) investigate the familiarity of country officials with the UNESCO and Education International (2019) and African Union Commission (2019) frameworks on teaching standards and competencies; (ii) assess the stage of development and implementation of national frameworks of teaching standards and competencies; (iii) appraise the contents (domains, sub-domains, career path, etc.) of national frameworks.

⁶ Formally, among children who are in school, define LD (learning deprivation) as the share of students not proficient in reading. Define OOS as the share of children out of school who are all assumed to be learning deprives. Learning poverty is defined as $LP = OOS + [(1 - OOS) \times LD]$.

Box 2.1: Frameworks and Data Collection at ECOWAS

An interview was held with the Head of the Education Division of the Department of Education, Science and Culture of the ECOWAS Commission, Abuja. The Division does not have data on the frameworks for teaching standards and their implementation in member states and ECOWAS has not issued any framework on that topic. ECOWAS does however to harmonize frameworks and practices in several areas. Key documents include ECOWAS (2003), *Protocol on Education and Training, A/P3/1/03*; ECOWAS (2010), *Report of a Feasibility Study on the Equivalence of Certificates*; ECOWAS (2010), *Benchmarks for the Recognition and Equivalence of Certificates in the ECOWAS Region*; ECOWAS (2017), *A Framework for the Harmonization of Basic Education in the ECOWAS*; and ECOWAS (2017), *Technical and Vocational Education and Training (TVET) Strategy for Skills Improvement and Employability (ETSSIE - 2017-2026)*. At the heart of these frameworks is a desire to see that West African countries harmonize their education systems as also called for by UNESCO and Education International (2019) and African Union Commission (2019) in the areas of the regulation of teaching standards and the professionalization of teaching.

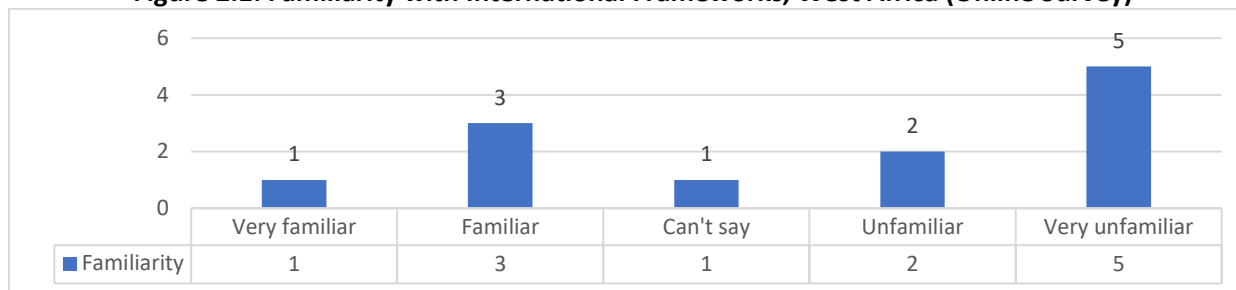
Results presented in this chapter consider first findings across countries and next a summary of a more detailed analysis conducted for Sierra Leone and The Gambia. The regional analysis is based on key informant interviews and an online survey to be filled by senior officials of Ministries of Education and Teacher Service Commissions (when they exist). The questionnaire used for the regional analysis is provided in Annex 3. At the time of writing, officials from eight of 15 ECOWAS countries had responded to the online questionnaire. In four countries including Sierra Leone, responses were obtained from both the Ministry of Education and the Teacher Service Commission or its equivalent, yielding 12 observations (eight countries with two observations for four countries). The analysis is typically conducted for all 12 observations in this chapter, even though this gives a higher weight to countries with two observations. For some Tables, the analysis is however conducted at the country level. While illustrative, results shared in this chapter should be considered as preliminary. They may change as analysis is being extended to a larger set of countries based on responses to the online survey. After presentation of the results across West Africa, a summary of findings obtained for more detailed study on Sierra Leone and The Gambia is provided (the full analysis for those countries is available separately; see Nwokeocha, 2023a, 2023b).

Results for West African Countries

Most education officials in West Africa are not familiar with the UNESCO/Education International and African Union frameworks on professional standards and competencies. Officials were asked about their level of familiarity with the UNESCO/Education International and African Union Commission (AUC) frameworks. As shown in Figure 2.1, most officials were not familiar with these frameworks, but Sierra Leone and Nigeria were exceptions as officials from the Ministries and the Teacher Service Commissions stated that they were either familiar or very familiar with the frameworks⁷. Officials were also asked whether they had read key documents listed in Table 2.2. Again, while most officials had not read those documents, officials from Sierra Leone indicated that they had read quite a few of them.

⁷ Outside of Nigeria and Sierra Leone, knowledge of the international frameworks and related documents was limited. For instance, the interviewee from Burkina Faso responded that “*due to the poor dissemination of the provisions at the national level, the international frameworks are unknown in the country.*” The interviewee from Benin stated: “*I don’t know the mentioned documents, here in Benin we just have some rules created by the government in order to regulate the sector.*” The interviewee from Côte d’Ivoire stated that he “*only had contact and/or knowledge of the existence of the international frameworks in the course of the invitation to participate in the interview.*” Similar views were expressed by the interviewee from Liberia.

Figure 2.1: Familiarity with International Frameworks, West Africa (Online Survey)



Source: Authors' estimation with West Africa online survey (survey still on going – preliminary results).

Table 2.2: Respondents Who Read the Documents Listed, West Africa (Online Survey)

Framework	Yes	No
UNESCO & EI (2019) - Framework of Professional Standards and Competencies	4	8
AUC (2019) - Framework of Professional Standards and Competencies	3	9
AUC (2019) - Continental Teacher Qualification Framework	5	7
AUC (2019) - Continental Guidelines on the Teaching Profession	2	10
AUC (2017) - Study on Teacher Training, Working, and Living Conditions in Member States	3	9
UNESCO IICBA (2017) - Teacher Support and Motivation Framework for Africa: Emerging Patterns	3	9

Source: Authors' estimation with West Africa online survey (survey still on going – preliminary results).

Countries are at different stages of the development of standards for teachers and school leaders. When asked if they believed that teaching is a profession, all officials responded in the affirmative. Similarly, when asked if their country had laws and policies to empower the professionalization of teaching, all but one official again responded in the affirmative. At the same time, countries are at different stages of the development of standards for teachers and school leaders. This is shown in Table 2.3. For teachers, five countries have completed their standards, while for school leaders, only three countries have. In terms of dissemination of the standards, countries that have completed their standards typically have posted them on the web, but they have not distributed the standards to schools, or to individual teachers and school leaders. Nigeria is the exception as officials have distributed copies to schools and teachers/school leaders⁸. The country is a bit of an outlier in that the International Organisation for Standardisation (ISO) issued in 2022 its globally renowned ISO Certification to the Teachers Registration Council of Nigeria⁹.

⁸ Nigeria is an exception for the use and dissemination of frameworks aligned with the African Union Frameworks. In other countries, locally drawn professional standards are used to regulate the teaching profession. The interviewee from Côte d'Ivoire asserted that *"the National professional standards are also used for qualification, for employment of new staff, as well as for the appointment of school leaders..."*. The interviewee from Burkina Faso stated that *"in Burkina Faso, there are norms, which candidates for teaching in a primary and secondary levels must respect in order to be employed by the Ministry."* The representative of Benin indicated that the country has *"some rules approved and adopted by the Ministry to recruit teachers into public sector as a teacher"*. Liberia has adopted a National Teacher Training Management Policy and National Teacher Professional Performance Standards.

⁹ The Teachers Registration Council of Nigeria stands out as the first teaching regulatory authority in Africa to be certified by the ISO with reference to the regulation of teaching. This explains also why Nigerian teachers licensed by the Council are receiving prompt registration and licensing abroad to teach overseas.

Table 2.3: Stage of Development of Professional Standards by Country, West Africa (Online Survey)

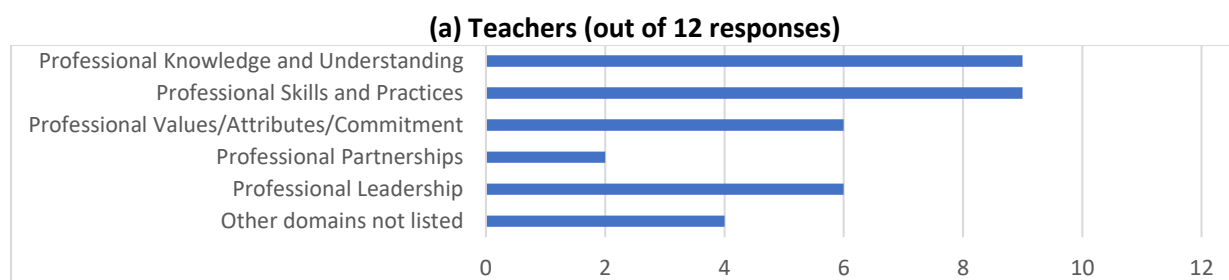
Stage of development	Not started	Preliminary (first draft)	Advanced (final draft)	Completed (published)
Professional standards for teachers	-	The Gambia, Côte d’Ivoire	Benin	Nigeria, Burkina Faso, Sierra Leone, Liberia
Professional standards for school leaders	Benin, Senegal	Burkina Faso, The Gambia, Côte d’Ivoire	-	Nigeria, Sierra Leone, Liberia

Source: Authors’ estimation with West Africa online survey (survey still on going – preliminary results).

Note: No response for teaching standards was provided by Senegal.

While standards have been (or are being) developed for teachers and school leaders, they do not always align with recommendations from international frameworks. The African Union Commission framework of standards and competencies has five domains for teachers, and seven domains for school leaders. As shown in Figure 2.2, most respondents (9 out of 12) note that their country has included the domains “Professional knowledge and understanding” and “Professional skills and practices” in their standards for teachers. But only half of the respondents indicate alignment with respect to “Professional values” and “Professional leadership”, and few (2 out of 12) have included “Partnerships” (many respondents also indicate that their standards include domains not listed in the African Union framework). On school leadership, there is good alignment for two domains – “Leading professional knowledge, practice and conduct” and “Managing resources of the school,” and less alignment in other areas. For both teachers and school leaders, Nigeria and Sierra Leone are the two countries in alignment with the African Union¹⁰. Of note, except for Nigeria, Ghana, Sierra Leone, and Burkina Faso, the other countries do not participate actively in African and global federations of teaching agencies, reducing their exposure to good practices.

Figure 2.2: Alignment of Domains for Standards with the African Union Frameworks, West Africa (Online Survey)



¹⁰ On the domains for standards and competencies, interviewees from Burkina Faso and Côte d’Ivoire stated that “there is no clarified content”, there are “only the basic requirements to become a teacher, such as vocational and professional training - initial and in some cases continuing training”. The recruitment to teach simply depends on the performance at teacher training institutions. The interviewee from Benin stated that standards and competencies are governed by National Council norms and policies of Ministry of education to regulate the teaching profession. The interviewee from Liberia pointed to again to the “National Teacher Training Management Policy” published in 2022 and the “National Teacher Professional Performance Standards for Liberia” being developed.

(b) School Leaders (out of 12 responses)



Source: Authors' estimation with West Africa online survey (survey still on going – preliminary results).

There are also differences between country approaches to career stages versus the recommendations of the African Union. The African Union frameworks have four career stages for both teachers and school leaders. Table 2.4 indicates the number of career stages at the county level. In many countries, the small number of career stages may be indicative of a lack of career path, acknowledging however that career stages do not refer to the public salary structures in the civil service. Rather, they are professional levels of proficiency to be attained by teachers and school leaders based on their professional growth and development. The qualities associated with different stages must be demonstrated by teachers and school leaders, and examined and certified by the competent authority, whether this is a teaching regulatory authority or the Ministry of education for countries without teaching regulatory authorities. Nigeria and Sierra Leone are again the two countries aligned with the African Union framework.

Table 2.4: Number of Career Stages for Teachers and School Leaders, West Africa (Online Survey)

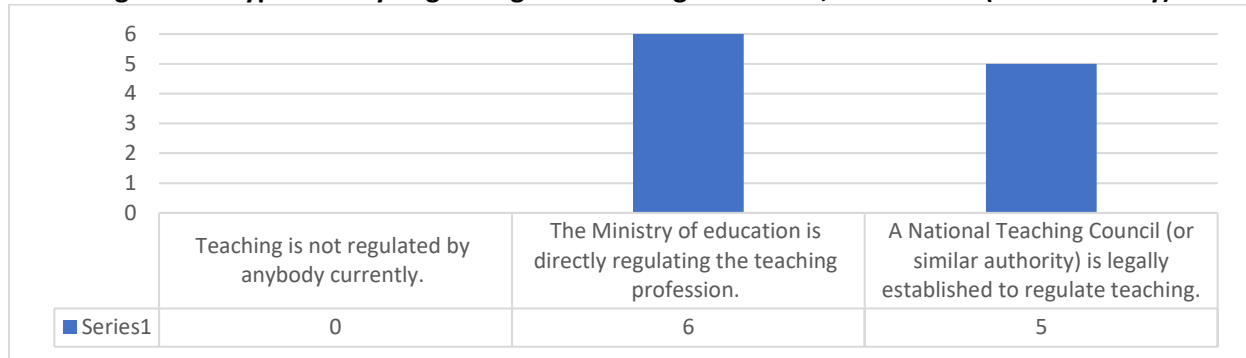
Career stages	Teachers	School Leaders
0	Senegal, The Gambia, Côte d'Ivoire	Senegal, The Gambia, Côte d'Ivoire, Benin
1	-	-
2	Burkina Faso	Burkina Faso
3	Liberia, Benin	Liberia
4	Nigeria, Sierra Leone	Nigeria, Sierra Leone

Source: Authors' estimation with West Africa online survey (survey still on going – preliminary results).

Another question in the survey pertains to regulatory frameworks for teachers, with Ministries of Education performing this function in half of the countries, and Commissions in the other half. Figure 2.3 shows that in half of the countries, Ministries of Education serve as regulator, while in the other half specialized commissions do so (for Senegal no answer was provided). However, only Nigeria and Sierra Leone have a teaching regulatory authority clearly established by law and functioning as an independent professional regulatory authority. Respondents were also asked if they have registration, licensing, and licensing examinations for teachers and school leaders. In about half of the responses, teachers were said to be registered and licensed, but licensing examinations are observed for only one in four respondents¹¹.

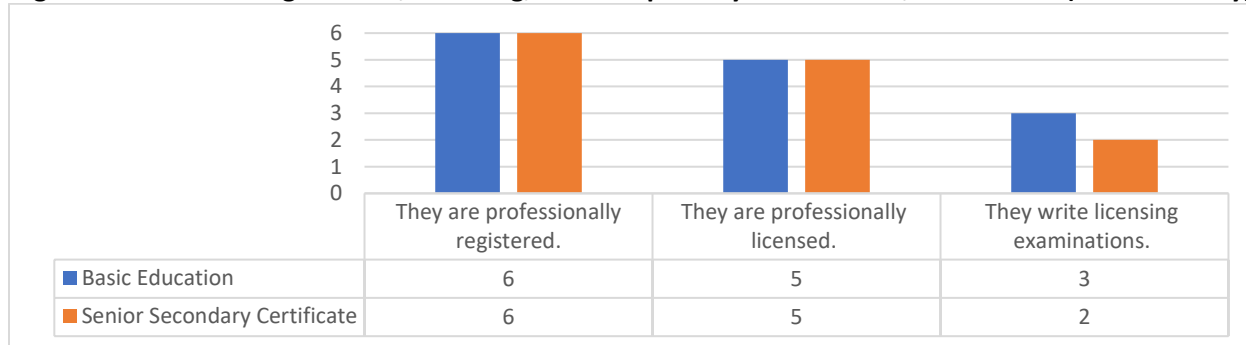
¹¹ Only Nigeria has a National Teaching Council (the Teachers Registration Council of Nigeria). Liberia intends to establish a Bureau of Teacher Education that will exercise the powers of a National Teaching Council. The representatives of Burkina Faso and Benin made references to their "national teachers' councils" responsible for overseeing the teaching profession under the direction of the Ministry of Education, but these Councils are not established by law to function independently as regulatory agencies for the teaching profession. The representative of Côte d'Ivoire was clear in stating that there is no National Teaching Council in the country, although there is Pedagogical Council in charge of reporting to the Ministry issues affecting the teaching profession in the country. He further stated that school heads/leaders oversee reporting of issues or difficulties faced in their area.

Figure 2.3: Type of Body Regulating the Teaching Profession, West Africa (Online Survey)



Source: Authors' estimation with West Africa online survey (survey still on going – preliminary results).

Figure 2.4: Teacher Registration, Licensing, and Competency Examination, West Africa (Online Survey)



Source: Authors' estimation with West Africa online survey (survey still on going – preliminary results).

Case study for Sierra Leone

More detailed analysis was conducted for Sierra Leone, with this section highlighting selected findings for that country. The full analysis is available in Nwokeocha et al. (2023a). The Education Act of 2004 was the first statement of what has today metamorphosed into the professional standards and competencies for teachers and school leaders. The focus in this section is mostly on the Teaching Service Commission (TSC) created in 2011 as a modern regulatory agency and the employer of teachers. Teaching regulatory authorities take a variety of forms and names, but there are basically two models: those that are both employers and regulators and those that are regulators only. In Sierra Leone, TSC is both an employer and regulator. This makes it easier to effectively enforce regulatory functions, but it may also make it more difficult to be ambitious in setting regulatory targets since TSC serves as both the judge and the jury. In terms of ownership, some teaching regulatory authorities are parastatals funded primarily by the government while others are independent of the government and funded primarily by the teachers although the government may give some financial grants or assistance. As to the autonomy of their professional decisions, some teaching regulatory authorities have the Minister of education as the overriding authority even in professional matters whereas others enjoy full autonomy guaranteed by law.

In Sierra Leone, the TSC has been designated by law to be the professional regulatory agency, combining the functions of an employer with those of a regulator. TSC operates as a parastatal of the Ministry of Basic and Senior Secondary Education. In terms of professional decisions, TSC has limited autonomy as its governing board is largely made up of the Heads of the government parastatals. In a nutshell, TSC is a

hybrid, which is not atypical. In operationalizing their statutory mandates, regulatory authorities often seek to strike a balance between these dichotomies to arrive at what works for their respective contexts. Of note, TSC is a member of the Africa Federation of Teaching Regulatory Authorities (AFTRA), the continental intergovernmental umbrella of Ministries of Education and national agencies regulating teaching in Africa. It is also a member of the International Forum of Teaching Regulatory Authorities (IFTRA), the global body of teaching regulatory authorities. Benefits of such memberships include exchange of best practices and the promotion of the international recognition of Sierra Leone teachers.

Sierra Leone’s TSC developed its *Professional Standards for Teachers and School Leaders* in 2017, aligning it with the (draft) UNESCO and African Union frameworks later published in 2019. The country benefitted from active participation in the debates, research, and policy developments leading to the international frameworks before they got published. TSC appointed an expert from the Africa Federation of Teaching Regulatory Authorities (AFTRA), who was leading the development of the African *Continental Teaching Framework of Standards and Competencies*, to also lead the development of its standards and competencies. This enabled the country to adapt the continental framework to its local context. TSC Standards have three domains: Professional knowledge, practice, and engagement. Key features of the TSC Standards, compared with the international frameworks, are summarized in Table 2.5. The standards also include a career path similar to the path in the African Union framework. The four-stages of the Sierra Leone career path are New Teacher, Proficient, Highly Accomplished, and Distinguished.

Table 2.5: Domains of Professional Standards and Career Path Compared, Sierra Leone

Domains of the Professional Standards					
UNESCO and International Task Force on Teachers (2019)	Professional Knowledge & Understanding	Professional Skills and Practices	Professional Values, Attitudes, Commitment	Professional Partnerships	Professional Leadership
UNESCO and Education International (2019)	Teaching Knowledge & Understanding	Teaching Practice	Teaching Relations		
African Union Commission (2019)	Professional Knowledge & Understanding	Professional Skills and Practices	Professional Values, Attitudes, Commitment	Professional Partnerships	Professional Leadership
TSC (2017)	Professional Knowledge	Professional Practice	Professional Engagement		
Career Path					
African Union Commission (2019)	Beginner	Proficient	Expert	Distinguished	
TSC (2017)	New Teacher	Proficient	Highly Accomplished	Distinguished	

Source: Compiled by the authors.

TSC standards also align with the African Union *Standards for School Leadership*. The following seven domains of school leadership standards are common to both the Continental and TSC standards: Developing self and others; Leading professional knowledge, practice and conduct; Managing resources of the school; Promoting school improvement, innovation and change; Generating resources internally and ensuring accountability; Supporting learners’ enrolment and participation; Engaging and working with the community. Like teachers, school leaders (head teachers and principals) have a four-stage career path with the seven domains of the leadership standards having specific competencies for the four stages.

Before the introduction of standards, competencies, and career path, teachers and school leaders were categorized only according to a salary grading system. The system (top part of Table 2.6) comprises of 11 levels based on qualification and years of service. The new framework of standards introduced a fundamental change in the way teachers and school leaders are rated and rewarded. For instance, besides qualification and years of experience the career stage introduced a minimum number of credits that must be earned from professional development. In addition, TSC introduced teacher licensing tests and other forms of professional evaluation to determine the professional quality and attainments of individuals in order to place them in the appropriate professional stage in the career path. Table 2.6 provides the minimum requirements for movement across the career stages as prescribed by the new TSC Standards.

Table 2.6: TSC Grading System and Criteria for Employment and Promotion, Sierra Leone

Previous system	
Grade and Title	Minimum Qualifications & Experience Requirement
Grade 1 – Teacher	Educated to WASSCE Level. No PE.
Grade 2 – Teacher	Educated to TC Level. No PE.
Grade 3 – Teacher	Educated to HTC (primary/Secondary) Level. No PE.
Grade 4 – Teacher	Educated to Degree Level + up to 2 years PE. Or HTC + up to 3 years PE.
Grade 5 – Teacher	Educated to Degree Level + up to 4 years PE. Or HTC + up to 6 years PE.
Grade 6 – Subject Head	Educated to Degree Level + up to 8 years PE. Or HTC + up to 10 years PE.
Grade 7 – Subject Head	Educated to Degree Level + up to 10 years PE with exemplary record in relevant areas.
Grade 8 – Other Heads (Curriculum, Student Welfare, Academic)	Educated to Degree Level + up to 12 years PE in relevant areas, with exemplary record.
Grade 9 – Registrar	Educated to Degree Level + up to 15 years PE in relevant areas, with exemplary record.
Grade 10 – Deputy School Head	Educated to Degree Level + up to 20 years PE, with exemplary record.
Grade 11 – School Head	Educated to Degree Level + up to 25 years PE, with exemplary record.
Additions in new system	
New Teacher	3 or 4 years of teacher education.
Proficient	5 years as New Teacher + 50 credits of PD.
Highly Accomplished	5 years as Proficient Teacher + 50 credits of PD.
Distinguished	5 years as Highly Accomplished + 50 credits of PD.

Source: TSC (2019, 2020b).

Note: PE – professional experience; PD = professional development.

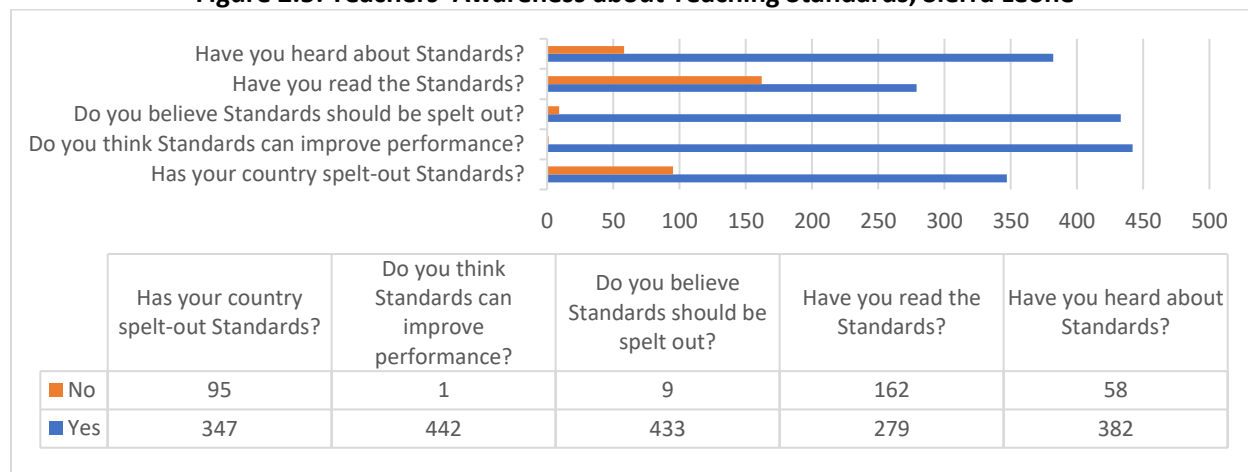
TSC has mainstreamed the provisions of the professional standards and competencies and the career path into key policy documents, including the *Comprehensive and Harmonized National Teacher Policies* (TSC, 2020b), *Teacher Licensing Examination Guidelines and Syllabus* (2021d), and the *Collective Agreement* signed by TSC and the Sierra Leone Teachers Union (Sierra Leone, 2022). The Comprehensive and Harmonized National Teacher Policies has clarified the concepts of teacher professionalism, registration, certification, and licensing. It stipulates the criteria for registration, categorization of the teachers in accordance with the career path and fees payable for each category for registration and licensing. It also states that the license is renewable every three years. The Teacher Licensing Examination Guidelines and Syllabus define the competency examination that teachers must take before they can be registered and licensed to practice. There are five modules for the examination: English Language Grid for all Categories of Teachers; Mathematics Grid for all Categories of Teachers; ICT Grid for the various Categories of Teachers; Teacher Education Curriculum Grid for all Categories of Teachers; and Professional Standards Grid for the various Categories of Teacher.

Since the development of the professional standards in 2017, TSC has conducted orientation programs for teachers and school leaders across the country. The aim was to let teachers and school leaders know about the new regime of standards and competencies. The move towards the implementation of the new standards and competencies was further confirmed by the inclusion of the career path in the Collective Agreement between TSC and the Sierra Leone Teacher Union (SLTU). The document states that the actual grading system for employment, promotion, and salary payment of teachers shall be the teacher career path (no other African country has implemented the career path to that level).

While the creation of TSC is a major step forward, budgetary provisions and staffing are inadequate. Lack of funds makes it a necessity to rely heavily on donor agencies, whose support may be limited and ad-hoc. TSC requires increased funding from government and continued support from critical stakeholders including donor agencies and development partners. TSC also has a shortage of staff at Headquarters, and even more so in its 16 District Offices (each office has only two staff – a District Director and an Assistant). Therefore, performing all regulatory mandates is largely an impossible task. Funding should be provided to increase operational staff at both Headquarters and district offices. Ideally district offices should be able to have four staff. Finally, the professional regulatory operations of TSC are still far from being fully digitized which is required to ensure that no teacher, and no part of the country is left behind. For instance, teacher licensing examination needs to be Computer Based Testing (CBT) but neither the infrastructure nor funds to do this are available. Teacher registration and licensing also needs to be digitalized. Regulating a large body of professionals and having to perform a multiplicity of operations cannot succeed manually. TSC and funding agencies should work towards building adequate ICT infrastructure and build the capacity of staff and teachers to take the full benefit of digital operations.

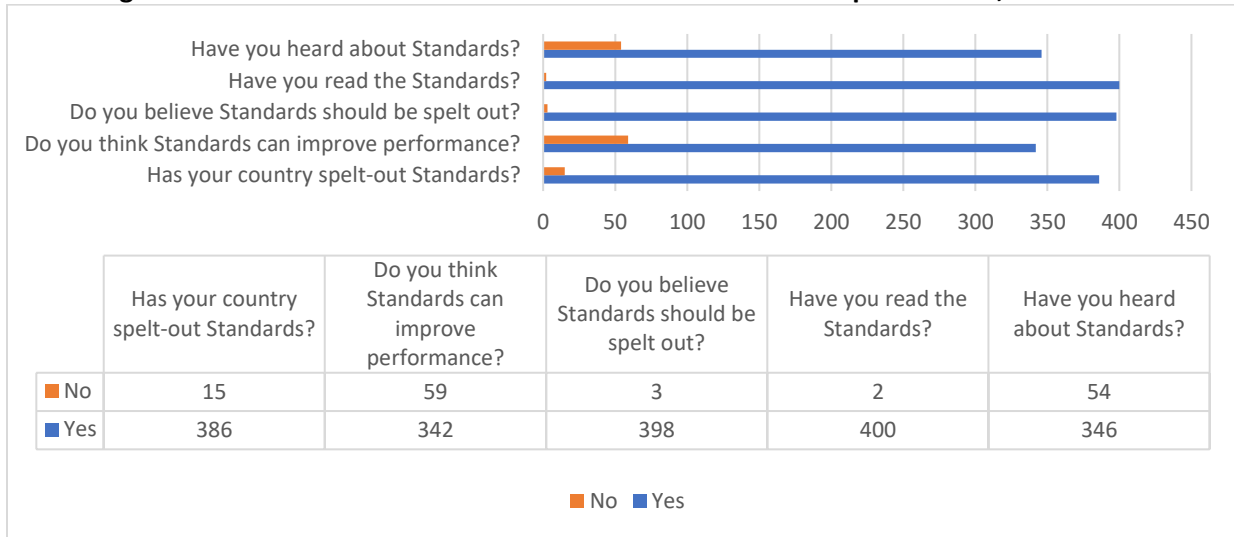
Online surveys implemented for the Sierra Leone analysis suggest a high level of awareness and knowledge of professional standards and competencies among teachers and school leaders. As shown in Figures 2.5 and 2.6, most teachers and school leaders have heard about the standards, have read them, believe that the standards have been spelled out, and think that they can improve teacher performance. Figure 2.7 provides the views of teachers and school leaders on what they consider to be the most important source of standards in the country. An overwhelming majority of both teachers (329) and leaders (341) agree that the most important source is a nationally approved Professional Teaching Standards and Competencies, suggesting substantial progress towards implementation of the standards.

Figure 2.5: Teachers’ Awareness about Teaching Standards, Sierra Leone



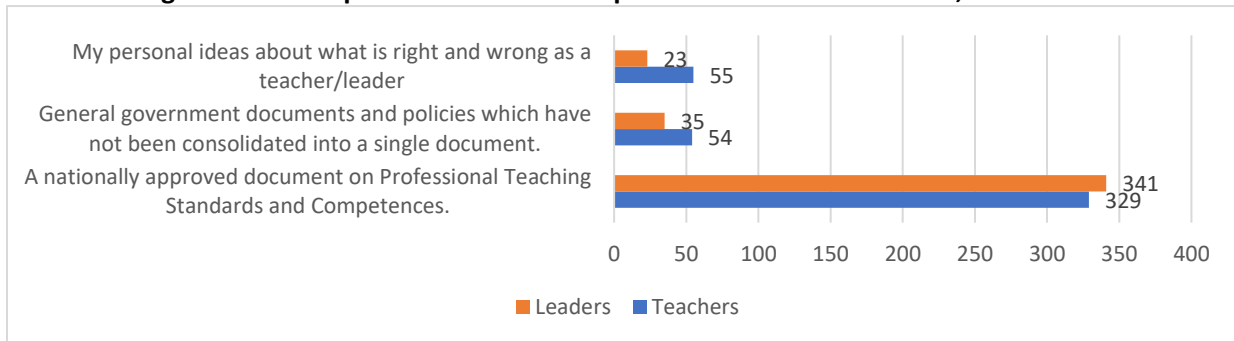
Source: Authors’ estimation from online surveys.

Figure 2.6: School Leaders' Awareness about School Leadership Standards, Sierra Leone



Source: Authors' estimation from online surveys.

Figure 2.7: Perceptions on the Most Important Source of Standards, Sierra Leone



Source: Authors' estimation from online surveys.

There is broad agreement that teaching or leading a school is a profession, but few teachers and school leaders have taken any professional test or examination before being appointed. Table 2.7 provides responses to questions on registration and licensing, competency tests, and induction. Most teachers and school leaders are registered as such. About two thirds of teachers and school leaders benefited from an induction before starting their job as a teacher or school leader. However, for the other two questions – whether individuals hold a teaching or leadership license like other professionals, and whether they took any professional test or examination before being appointed as teacher or school leader, substantial progress must still be achieved as only a small minority of respondents responded in the affirmative.

Table 2.7: Perceptions Regarding Professional Registration and Licensing, Sierra Leone

Questions	Teachers			Leaders		
	Yes	No	Total	Yes	No	Total
Currently, are you professionally registered as a teacher or leader by any authority in your country?	303	138	441	225	174	399
Currently, do you hold a teaching or leadership license like other professionals you know?	39	400	439	27	372	399
Did you take any professional test or examination before being appointed a teacher or leader?	198	244	442	162	238	400
Before starting your job as a teacher or leader, did you receive a professional induction (an orientation exercise)?	290	152	442	278	123	401
Overall, do you think teaching or school leadership is a profession?	432	7	439	398	3	401

Source: Authors' estimation from online surveys.

Case study for The Gambia

More detailed analysis was also conducted for The Gambia, with this section highlighting selected findings for that country. The full analysis is available in Nwokeocha et al. (2023b). As for Sierra Leone, the situation analysis ascertains whether there are prescriptions by law which set requirements for teachers (e.g., qualifications, registration, licencing) for practicing. Such a law does not exist yet. Efforts were made towards such a law during a previous Constitutional review, but the proposed Constitution was eventually not approved. Similarly, there is also no teaching regulatory authority with the mandate to regulate teaching as a profession. Overall, many of the concepts and instruments pertaining to the regulation of teaching are still missing, and the country is not a member of the Africa Federation of Teaching Regulatory Authorities (AFTRA), the continental umbrella for the regulation of teaching, nor of the International Forum of Teaching Regulatory Authorities (IFTRA), the global umbrella. Stakeholders are also typically not aware of the African Union (2019a, 2019b, 2019c) Continental Frameworks of Standards and Competencies, Teacher Qualification, and Guidelines on the Teaching Profession, nor do they know about the Global Framework of Professional Teaching Standards developed by UNESCO and Education International (2019). Generally, stakeholders opine that they are not yet familiar with those instruments and do not reflect them in their own efforts to set and monitor teacher standards and competencies.

Nevertheless, the concepts of teaching standards and competencies are not new to The Gambia and various policy documents discuss those issues. This includes the *Education Sector Strategic Plan 2016-2030* and the public service policies issued by The Gambia Personnel Management Office (2013a, 2013b, 2013c) covering code of conduct, service level agreements, and *General Orders*. These documents give direction for standards, competencies, conducts, and attitudes expected of teachers. In addition, the Public Service Act of 1991 (Republic of The Gambia, 1991) provides a regulatory framework for the efficient and effective functioning of the entire public service. Basically, teachers as public servants are guided by all the rules of the public service in addition to the regulations made by the MoBSE. While the rules of the public service pertain not just to teachers but also other public servants, frameworks of standards and competencies are found in the policy documents of the MoBSE, not as one consolidated document but rather are contained in several documents. These are reviewed in the following section.

The Ministries of Basic and Secondary Education and Higher Education Research Science and Technology jointly developed the *Education Sector Strategic Plan 2016 – 2030* on the theme “Accessible, Equitable and Inclusive Quality Education for Sustainable Development.” One of the seven areas of intervention of the Strategic Plan is Quality and Relevance. Nine result areas are stated for Quality and

Relevance, with the result areas 5 and 6 capturing the thrust of the Strategic Plan in terms of its provisions for teacher and school leadership competencies (MoBSE & MoHERST, 2017):

- *Result Area 5 – Highly qualified staff motivated and retained.* Key areas of focus are as follows: Train teachers in pre-vocational and technology subjects at the tertiary level; Train teachers on content knowledge in English and Mathematics through e-learning training mode; Continue to provide scholarships for the training of senior secondary school teachers at the UTG; Develop professional standards for teachers; Strengthen staff training to ascertain quality service in higher and tertiary institutions; Review and strengthen the HTC Programs to provide adequate and competent teachers especially technical teachers for TVET programs; Develop better recruitment, training and retention packages to attract more PTC graduates to HTC Primary and for high quality and motivated STEM teaching staff especially in pure sciences, engineering and mathematics.
- *Result Area 6 – Effective and efficient school management.* Key areas of focus are as follows: Provide ongoing leadership training for Head teachers; Develop and implement development programs for school leaders (study tours, peer networking, experienced principals used as trainers & facilitators); Strengthen the capacities of schools to implement the minimum standards; Continue to implement the star system based on the attainment of the minimum standards; Develop remedial programs and strategies to enhance student mastery of numeracy and literacy skills at the lower basic level.

The Strategic Plan calls for the development of professional standards for teachers, ongoing leadership training for Head teachers, and the strengthening of schools to implement the minimum standards.

These activities were verified during the study as having been implemented. MoBSE hired an international consultant (Tony Mahon) to develop *The Gambia Teacher Competency Framework* (The Gambia Education Sector Support Program, 2020), but the framework has not been published or implemented yet. However, MoBSE continues to work towards enhancing the teaching standards and competency. In this regard, in 2021 it developed a *Teacher Competency Test Policy* (MoBSE, 2021a), now waiting to be implemented.

For school management, minimum standards exist for administration and leadership of the schools.

These include the *School Management Manual for Senior Secondary Schools, Version 1* (MoBSE, 2015); *School Management Manual for Lower Basic, Basic Cycle and Upper Basic Schools Revised Version 3* (MoBSE, 2020b); and *Minimum Standards for Basic Schools: Indicators Under the Control of the School and the Community* (MoBSE, 2021b). These documents are not specific to the competencies that a school leader should have, but they cover all aspects at the school level that must be met and guide monitoring and evaluation. The documents contain important school leadership standards and provide strong direction to school leaders regarding what is expected of them. Also, as required by the Education Sector Strategic Plan, Head Teachers of Basic Schools since 2021 undergo a one-year full time professional training in school leadership at The Gambian Management Development Institute (2022a, 2022b). Therefore, it can be asserted that MoBSE is seriously pursuing the requirements of the Strategic Plan with regards to the establishment of the professional standards for teachers, ongoing development of the Head Teachers, and the provisions of minimum standards for the management of the schools.

The Gambia Teacher Competency Framework has been developed but not yet published or implemented. As already mentioned, the framework was developed by a consultant under the Gambia Education Sector Support Program. It proposes a career path in four stages termed Student Teacher, Teacher, Senior Teacher, and Head Teacher, as shown in Table 2.8. These stages are different from the Gambian Scheme of Service, wherein the cadre for teachers comprises Headmaster, Deputy Headmaster,

Senior Master, Qualified Teacher, and Unqualified Teacher (The Republic of The Gambia Department of State for Basic and Secondary Education, 2004). As shown in Table 2.9, the first three stages (Levels 1-3) have a common set of competencies as follows: (i) Competency 1: Planning for learning and teaching; (ii) Competency 2: Teaching to facilitate learning; and (iii) Competency 3: Assessing and reporting learning outcomes and progress, with specific areas of expertise listed under each competency.

Table 2.8: Career Path with Four Stages/Levels, The Gambia

Level	Career Stage	Competency Level	Purpose	Evaluation
4	Head Teacher	Leadership and management competency	CPD	Head Teacher Professional Portfolio
3	Senior Teacher	Proficient competency	CPD	Teacher Professional Portfolio
2	Teacher	Essential competency	CPD	Teacher Professional Portfolio
			Induction	Teacher Induction Portfolio
1	Student Teacher	Readiness to teach competency	Readiness to teach	Student Teacher Teaching Practice Portfolio

Source: The Gambia Education Sector Support Program (2020).

Note: CPD = continuing professional development,

Table 2.9: Competencies for First Three Stages (Student Teacher, Teacher, Senior Teacher), The Gambia

Competency 1 Planning for learning and teaching	Competency 2 Teaching to facilitate learning	Competency 3 Assessing and reporting learning outcomes and progress
1.1 Knowledge of the curriculum and education policies	2.1 Learning environment	3.1. Assessment for learning
1.2 Content knowledge and pedagogical content knowledge	2.2 Teaching strategies and resources	3.2. Assessment to inform planning
1.3 Planning lessons	2.3 Behaviour for learning strategies	3.3. Recording and reporting pupils' progress strategies
1.4 Knowledge of factors that promote and hinder learning	2.4 Inclusive practice strategies	
	2.5 Communication strategies	
	2.6 Use of ICT	
	2.7 Connections across the curriculum and to daily life	
Core professional values and dispositions: Integrity, respect love and care social justice		

Source: The Gambia Education Sector Support Program (2020, p. 12).

The fourth stage for Head Teachers has a different set of four competencies related to leadership, management, and communications. Specifically, these are: Competency 1: Strategic leadership; Competency 2: Educational leadership; Competency 3: Management; and Competency 4: Communication and Relationships. Again, a list of sub-competencies is provided in each of the broad four categories.

Table 2.10: Competencies for the Fourth Stage of Head Teacher, The Gambia

Competency 1 Strategic leadership	Competency 2 Educational leadership	Competency 3 Management	Competency 4 Communication and Relationships
1.1 Strategic vision	2.1 Educational knowledge 2.2 Monitoring and evaluation 2.3 Continuing professional development	3.1 Managing people 3.2 Managing resources 3.3 Managing change	4.1 Communicating 4.2 Establishing Relationships

Source: Source: The Gambia Education Sector Support Program (2020).

Another key document for teacher professional standards and competencies referred to the Service Level Agreement which all teachers must enter in. The Standards and Quality Assurance Directorate of MoBSE which oversees teacher and school leader competencies notes that the Agreement (MoBSE, 2022d) is at the core of teacher and school leader evaluations. As garnered from MoBSE (2022e, 2022f), the Service Level Agreement and Performance Evaluation (MoBSE, 2022e, 2022f) for teachers covers three areas: Planning; Curriculum delivery; and Assessment, while the Service Level Agreement for school leaders cover six key areas: Attendance (punctuality and regularity); Planning; Monitoring and administration; Assessment; Administrative compliance; and Personal development plan.

Still another instrument for enforcing and monitoring the performance of schools and communities is the Minimum Standards for Basic Schools which relies on indicators under the control of the school and the community (MoBSE, 2015, 2021b). The Manual was first developed in 2015 and updated in 2020. During focus group discussions with the leadership of the association of headteachers and principals, participants spoke about the Minimum Standards as their most serious guide for the administration of schools. They stated that the Standards were originally developed for Basic Education but have now been adopted also for Senior Secondary Education. The Standards cover six subthemes: Leadership and management; Teachers’ professional development; Teaching and learning resources; Curriculum Management; Learner welfare and the school environment; and Community participation. Together the Service Level Agreement and Minimum Standards provide rich content and clear guidance, even if they are not yet aligned to the African continental frameworks.

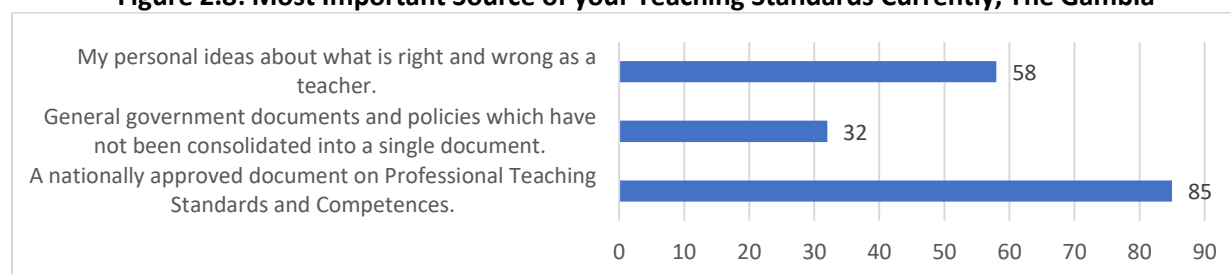
Online surveys for The Gambia suggest a limited level of awareness and knowledge of professional standards and competencies among teachers, but also a belief that they can be useful. Table 2.11 provides teachers’ responses to four questions which tried to establish the teachers’ awareness of professional standards. Most teachers have not heard about standards, nor have they read any professional standards. However, nearly all of them indicate that professional standards should be spelt-out and that they can improve performance. Similarly, Figure 2.8 shows that only a small minority of teachers indicate that the country has well spelt-out standards. Clearly, professional standards have not yet attained the desired level of conceptualisation, development, and implementation in the country. Teachers were also asked about the most important source of teaching standards they are using currently. Half state that it is a nationally approved document, but a third indicate that their personal idea about standards is their source, the rest opining that the sources are the general government documents. In essence, there is no high-level of consensus about the current source of standards in the profession.

Table 2.11: Awareness of Professional Standards, The Gambia

Questions	Teachers		
	Yes	No	Total
Have you heard about Standards?	64	118	182
Have you read the Standards?	24	158	182
Do you believe Standards should be spelt out?	177	4	181
Do you think Standards can improve performance?	177	5	182

Source: Authors' estimation from online survey.

Figure 2.8: Most Important Source of your Teaching Standards Currently, The Gambia



Source: Authors' estimation from online survey.

Perceptions regarding the existence of a regulatory authority for teaching are mixed, but many teachers are registered, see teaching as a profession, and benefited from an induction when they started. Table 2.12 provides additional responses by teachers from the survey. Half of teachers state that the country has no teaching regulatory authority, with the other half thinks it has one. Possibly the latter believe that MoBSE though its Directorates including its Standards and Quality Assurance Directorate constitute a teaching regulatory authority. However, going by the guidance from the African Union Commission (2019c) *Continental Guidelines on the Teaching Profession*, the country does not have such an authority yet. Most teachers believe that they are professionally registered, but only a minority believe they hold a license and have taken a professional qualifying examination. Three in four teachers benefitted from an induction when they started as teachers. Finally, nearly all teachers believe that teaching is a profession.

Table 2.12: Perceptions Regarding Teaching, Professional Registration, and Licensing, The Gambia

Questions	Teachers		
	Yes	No	Total
Do you have a teaching regulatory authority?	86	92	178
Currently, are you professionally registered as a teacher or leader by any authority?	149	31	180
Currently, do you hold a teaching or leadership license like other professionals you know?	71	106	177
Did you take any professional test or examination before being appointed a teacher/leader?	65	116	181
Before starting your job as a teacher or leader, did you receive a professional induction (an orientation exercise)?	135	47	182
Overall, do you think teaching or school leadership is a profession?	176	5	181

Source: Authors' estimation from online surveys.

Summing up

Comparative data were collected for West African counties to assess national frameworks of teaching standards and competencies. The analysis targeted 15 ECOWAS countries, of which eight had responded at the time of writing (data collection is still on-going). Apart from an online survey, key informant interviews were held with officials of five countries. While results should be considered as illustrative and

preliminary, they are nevertheless instructive to provide a comparative perspective. More in-depth work was conducted also for situational analyses in two countries: Sierra Leone and The Gambia.

All countries face challenges, but some are more advanced than others in confronting them. Most countries have legal or policy provisions that support the establishment of a national framework of teaching standards and competencies, but they are at various stages of this process and have not aligned their frameworks with recommendations from the African Union Commission and UNESCO and Education International, with Nigeria and Sierra Leone being exceptions. Except in those two countries and Ghana, Ministries of Education continue to regulate the teaching profession. Practices such as professional licensure examination, registration, and licensing of teachers and school leaders tend to be absent in most countries. Career paths and mandatory school leadership training for school leaders are yet to be implemented in most countries. Except for Nigeria, Ghana, Sierra Leone, and Burkina Faso, countries do not participate actively in African and global federations of teaching agencies, which reduces their ability to benefit from exchanges of good practices. And as discussed in the next chapters, teacher qualifications remain low, and on working conditions, respondents rate their social status and job satisfaction poorly.

In the last five years, Sierra Leone has made substantial progress towards establishing a national framework for professional standards and competencies. The country has a National Professional Standards and Competencies for Teachers and School Leaders (TSC, 2017) which has been mainstreamed the standards into policy documents including the Comprehensive and Harmonized National Teacher Policies, the Teacher Licensing Examination Guidelines and Syllabus and the Collective Agreement Between the Employers of Teachers of Sierra Leone and The Sierra Leone Teachers Union. As will be discussed in Chapter 4, the country may be the first in Africa to have signed an agreement with its teacher union to change the salary structure and grade level of teachers to match the four career stages prescribed by the African Union Commission (2019a, 2019b). The Professional Standards and Competencies for Teachers and School Leaders also align with continental frameworks. These positive findings can be summarized as follows: (1) Regulation of teaching in the country has a strong legal foundation; (2) TSC is solidly established to regulate teaching in the country; (3) TSC has significant international recognition as a teaching regulatory authority; (4) TSC has developed a national framework of professional standards and competencies since 2017 and advanced in its implementation; and (5) TSC's national framework of professional standards and competencies are perfectly aligned with the continental and global frameworks. The implementation of the professional standards and competencies is no longer a matter of if but how. Implementation is underway, yet TSC faces challenges: (1) TSC lacks funding to pursue its professional mandates; (2) TSC has a shortage of professional operations staff at headquarters as well as in districts; and (3) TSC still falls short of the required level of digitization of regulatory operations. On the other hand, a positive finding from the surveys of teachers and school leaders is that there is a high-level of awareness, knowledge and endorsement of professional standards and competencies.

While The Gambia has a range of policies in place, it has yet to adopt recommendations from international frameworks. The country has made substantial efforts to develop and implement a national framework of professional standards and competencies for teachers and school leaders. However, much of these have not been published, the implementation is still in its infancy, and the framework is not aligned with the global frameworks provided by UNESCO and Education International and those developed by the African Union Commission. There is a low level of awareness about these global and continental frameworks among stakeholders. Other professional foundations have also not been laid for the teaching profession as expected by the continental frameworks. For instance, there is yet no law that has conferred on teaching a professional status, and there is also no National Teaching Council for the regulation of the profession. The Gambia has also not joined the Africa Federation of Teaching Regulatory

Authorities (AFTRA) and the International Forum of Teaching Regulatory Authorities (IFTRA) to benefit from sharing of good practices. The Gambian Education Sector Strategic Plan 2016- 2030 endorses the development of professional standards and competencies for teachers and school leaders, but its recommendations must be implemented, including by creating a career path aligned to the African Union Commission framework. Mentoring, guidance, monitoring, assessment, evaluation, rewards, and other professional support to teachers and school leaders should all be further developed to firmly establish teaching as a profession in the country.

CHAPTER 3: TEACHER EDUCATION

Introduction

The second objective of this study is to assess teacher education in West Africa. Teacher education, both pre-service and in-service, is the foundation of teacher quality. Teacher education matters for teaching standards and competencies – they are like two sides of the same coin. Accordingly, this chapter reports the situation of teacher education in the country, considering first pre-service education, then continuous PD. Pre-service education is the first course of preparation for teachers. Factors affecting the quality of pre-service education are complex (e.g., Chalmers, 2008; Sanyal 2013; Nwokeocha, 2018). For example, Chalmers (2008) lists five dimensions – assessment, engagement and learning community, diversity of teachers and students, and institutional climate, and systems that may affect the quality of the training received. He also pays attention to the quality of relationships at various levels such as an institution, its faculty, departments and programs, and teachers or individuals. Training in higher education involves inputs, processes, outputs, and outcomes. Similarly, Sanyal (2013) notes similarly that the quality of training may be affected by a learner’s characteristics as well as by various inputs, contexts, and outcomes.

Quality assurance is indispensable in teacher training. A useful framework for quality assurance with a focus on pre-service training was designed by the National Assessment and Accreditation Council & Commonwealth of Learning (2007a, 2017b, 2017c). This framework provides five key dimensions, 25 aspects of quality, and 75 indicators to benchmark a teacher training program. The key dimensions are curriculum design and planning, curriculum transaction and evaluation, research development and extension, infrastructure and learning resources, and student support and progression. In a similar vein, African Union and European Commission (2018a) developed the *African Quality Rating Mechanism (AQRM)* and *African Standards and Guidelines for Quality Assurance in Higher Education (ASG-QA)*. Also relevant is the Harmonization of African Higher Education Quality Assurance and Accreditation (HAQAA) Initiative (African Union and European Commission, 2018b). The idea is to assess higher education programs against AQRM and ASG-QA standards and criteria. The criteria of the AQRM are governance and management; infrastructure; finances; teaching and learning; research, publication and innovation; and societal engagement. As to the ASG-QA, it provides criteria for internal and external quality assurance.

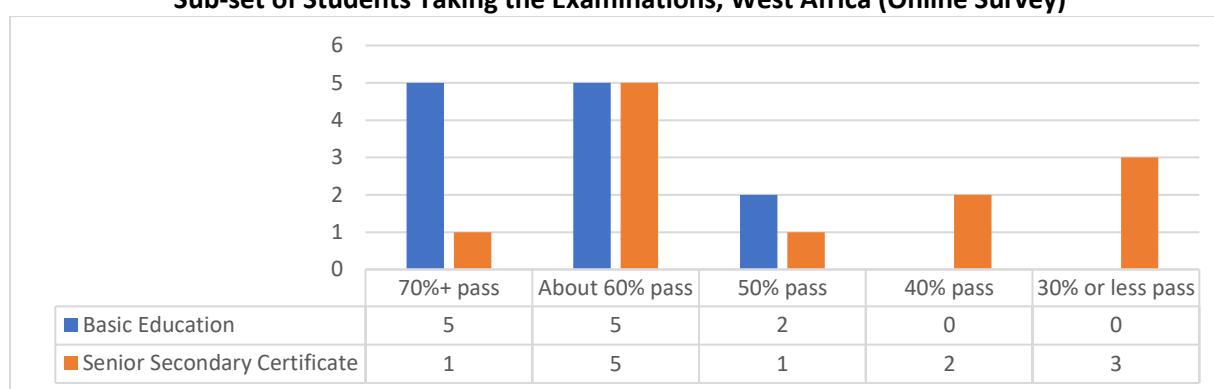
Box 3.1: ASG-QA Standards for External Quality Assurance

The African Union & European Commissions (2018b) suggest seven standards for quality assurance: *Standard 1. Objectives of External Quality Assurance and Consideration for Internal Quality Assurance:* External quality assurance shall ensure that the higher education institution has clearly articulated vision and mission statements, and it shall help the institution ensure the effectiveness of its internal QA mechanisms, providing an additional instrument for assessing institutional quality; *Standard 2. Designing External Quality Assurance Mechanisms Fit for Purpose:* Standards, guidelines and processes for external quality assurance shall be designed to be fit for purpose, defined to achieve the intended aims and objectives of EQA, and to strengthen IQA systems at institutions; *Standard 3. Implementation Processes of External Quality Assurance:* The standards, processes, and procedures for EQA shall be pre-defined, reliable, published, and consistently implemented for purposes of accountability; *Standard 4. Independence of Evaluation:* EQA shall be carried out by panels of external experts drawn from a wide range of expertise and experience; *Standard 5. Decision and Reporting of External Quality Assurance Outcomes:* Reports and decisions made as a result of external quality assurance shall be clear, based on published standards, processes and procedures, and made accessible, for purposes of accountability; *Standard 6. Periodic Review of Institutions and Programs:* External quality assurance of institutions and programs shall be undertaken on a cyclical basis; *Standard 7. Complaints and Appeals:* The procedure for lodging complaints and appeals shall be clearly defined and communicated to the institution concerned.

Results for West Africa

Pass rates in basic and secondary education remain low in most West African countries probably in part due to low educational qualifications among teachers. Questions were asked in the online survey for officials from Ministries and Teacher Service Commission about pass rates for students taking the Basic Education Certification Examination (BECE) and the Senior Secondary Certification Examination (SSCE). The estimates are provided in Figure 3.1 (recalling that the total number of observations across countries is 12, as mentioned previously). Many countries have low pass rates, especially for secondary school certification examinations. Given that many children drop out of school before taking these examinations, educational achievement and as a result attainment in the sub-region remain among the lowest in the world, in part because of low educational qualifications among teachers.

Figure 3.1: Pass Rates in Basic Education and Senior Secondary Certification Examinations among the Sub-set of Students Taking the Examinations, West Africa (Online Survey)



Source: Authors' estimation with West Africa online survey (survey still on going – preliminary results).

Teacher training is key to improve learning, but most countries face challenges in achieving quality pre-service education, including in terms of the minimum requirements for teaching. As shown in Table 3.1, norms suggest that one or two years of training are sufficient in most countries, with three years required in Nigeria (one respondent mentioned four years as minimum qualification but this could not be validated). In practice too, teachers often have only one or two years of pre-service training. As to the number of credits at ordinary level (completion of senior secondary school) required for admission into teacher education programs, four countries (Côte d'Ivoire, Liberia, Benin, and Burkina Faso) admit candidates without such credits. Sierra Leone requires three credits, The Gambia four, and Nigeria five. This suggest that teacher quality is likely low. Respondents were also asked to rate the quality of candidates with Teachers' Certificates or Higher Teachers' Certificates or equivalent, which are mostly one, two, or three-year programs. On a scale of 1 to 5, respondents rated the quality as 3.3 on average, which is low. Similarly, respondents rated the quality of graduate teachers (with B.Ed. or bachelor's with Post Graduate Diploma in Education) at 3.3 on average, confirming challenges with teacher quality.

Table 3.1: Norms and Practice for Teaching Qualifications by Country, West Africa (Online Survey)

Teacher Education Programme	Norms	Practice
One-year teacher education	Senegal, Liberia	Senegal
Two-year teacher education	Burkina Faso, The Gambia, Côte d'Ivoire, Sierra Leone, Benin	Burkina Faso, The Gambia, Sierra Leone, Côte d'Ivoire, Benin
Three-year teacher education	Nigeria	Nigeria, Liberia
Four-year teacher education	-	-

Source: Authors' estimation with West Africa online survey (survey still on going – preliminary results).

Note: the categories are: One-year teacher education program; Two-year teacher education program (Teachers' Certificate/Diploma); Three-year teacher education program (Higher Teachers' Certificate/Higher National Diploma/Certificate in Education); and Four-year teacher education program (degree or equivalent).

While countries have quality assurance mechanisms in higher education for pre-service teacher education, many have a large share of unqualified teachers. Asked about the existence of a quality assurance agency for higher education, all respondents answered in the affirmative. Asked whether teacher education in the country is accredited by the Higher Education Authority, again all but one respondent responded in the affirmative (however, this situation analysis for Sierra Leone suggests that teacher education has not been accredited by a Higher Education Authority, and the same is true in The Gambia). As to gaps in qualified teachers, Table 3.2 provides data for a few indicators, including the share of teachers on the government payroll, the share of unqualified teachers and the pupil-teacher ratio as well as the pupil-qualified teacher ratio. Several countries – this includes Sierra Leone, have a relatively high share of unqualified teachers, and in part as a result a relatively high pupil-qualified teacher ratio.

Table 3.2: Teachers on Government Payroll, Unqualified Teachers, and Pupil-Teacher Ratios, West Africa (Online Surveys)

Public payroll	1-20%	21-40%	41-60%	61-80%	81%+
% teachers on public payroll			Nigeria, Sierra Leone, Côte d'Ivoire	Benin	Senegal, Burkina Faso, The Gambia, Liberia
Unqualified	1-10%	11-20%	21-30%	31-40%	41%+
% unqualified teachers in basic education	Burkina Faso, The Gambia	Senegal, Côte d'Ivoire, Liberia	Nigeria, Benin	Sierra Leone	-
% unqualified teachers in senior secondary	Burkina Faso, The Gambia	Sierra Leone, Côte d'Ivoire, Liberia	Senegal, Nigeria	Benin	-
PTR and PTQR	1-20	21-40	41-60	61-80	81+
Pupil-teacher ratio	Liberia	Nigeria, The Gambia	Senegal, Burkina Faso, Sierra Leone, Côte d'Ivoire, Benin		
Pupil-qualified teacher ratio	Liberia	The Gambia	Senegal, Nigeria, Burkina Faso, Sierra Leone	Côte d'Ivoire, Benin	

Source: Authors' estimation with West Africa online survey (survey still on going – preliminary results).

Data from household surveys also suggest that many teachers have low levels of educational qualifications. Table 3.3 provides data from the 2018-19 Harmonized Survey on Household Living Conditions, a household survey implemented in Benin, Burkina Faso, Côte d'Ivoire, Guinea-Bissau, Mali

and Niger, Senegal, Chad, and Togo (data are also available for Guinea but not used due to an issue with household weights). Information is presented for teachers in the public sector and those in the private sector (Male and Wodon, 2023). At the secondary level, in public schools 75.7 percent of teachers have a higher level of education, but the proportion is only 32.8 percent at primary level. The differences between public and private schools are generally small. Other statistics included refer to location: 33.2 percent of teachers in public schools live in rural areas, compared to 25.6 percent for the private sector which is slightly more concentrated in urban areas. The share of teachers in rural areas is lower for secondary schools than for primary schools, and hence internet access is higher for secondary than primary teachers. At the primary level, access is low, which can pose problems for distance or hybrid teacher training initiatives, as well as the ability of teachers to benefit from digital resources. Table 3.3 also shows that in public schools, women represent 38.3 percent of teachers in primary schools, but only 13.7 percent in secondary schools. The proportions are slightly higher in the private sector. Research suggests that students with a woman as teacher or head of school perform better academically. Thus, increasing the proportion of women teachers could help improve learning. More female secondary school teachers could also serve as role models for young girls and encourage their schooling, which would help combat child marriage and early pregnancies. In terms of family status, a large majority of teachers are married and heads of household, although with slightly lower proportions (especially for marriage) in the private sector. This could be partly due to the fact that teachers in the private sector are slightly younger. The average age of teachers is 38.8 years in public schools and 35.6 years in private schools.

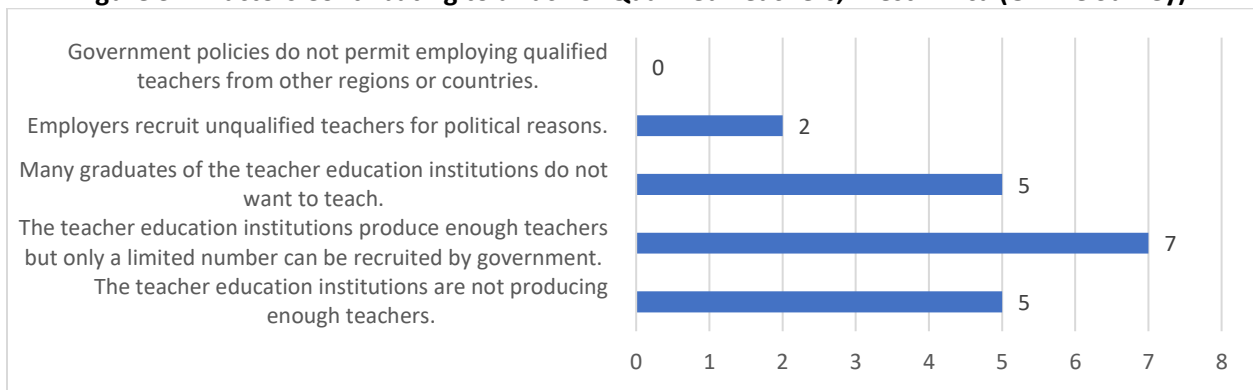
Table 3.3: Education and Other Characteristics of Teachers, West Africa (WAEMU Household Survey)

	Public schools			Private schools		
	Primary	Secondary	All	Primary	Secondary	All
Sex						
Men (%)	61.7	86.3	69.6	58.4	81.4	68.1
Women (%)	38.3	13.7	30.4	41.6	18.6	31.9
Total (%)	100	100	100	100	100	100
Family status						
Household head (%)	86.9	87.9	87.2	72.5	79.8	75.6
Married (%)	80.6	80.3	80.5	65.1	56.4	61.4
Household size	6.2	5.9	6.1	6.6	4.8	5.8
Age						
Mean age	38.2	39.9	38.8	35.8	35.3	35.6
18-24 years (%)	3.3	2.1	2.9	10.9	6.4	9.0
25-34 years (%)	34.7	30.9	33.5	40.7	53.7	46.2
35-44 years (%)	38.4	38.0	38.2	27.2	20.5	24.4
45-54 years (%)	18.0	23.7	19.9	16.1	13.3	14.9
55-65 years (%)	5.3	5.2	5.2	4.4	5.3	4.8
66+ years (%)	0.3	0.1	0.2	0.7	0.9	0.8
Total (%)	100	100	100	100	100	100
Education level						
Primary (%)	9.5	9.3	9.4	18.0	8.8	14.1
Lower secondary (%)	13.6	2.8	10.1	17.9	2.6	11.4
Upper secondary (%)	44.1	12.3	33.9	43.2	14.8	31.2
Higher education (%)	32.8	75.7	46.5	20.9	73.8	43.3
Total (%)	100	100	100	100	100	100
Location						
Rural (%)	40.2	18.3	33.2	31.5	17.5	25.6
Access to the internet (%)	69.5	82.0	73.5	52.9	79.7	64.3

Source: Male and Wodon (2023).

Half of the countries struggle in generating enough teachers to meet their needs, although for various reasons. Respondents to the online survey of Ministry and other education officials were equally divided when asked if the teacher education institutions of their country were producing enough teachers to meet their needs. As shown in Figure 3.2, when asked about factors leading to shortages of qualified teachers, seven respondents mentioned that teacher education institutions produce enough teachers but only a limited number can be recruited by government, probably because of budget constraints. Two other reasons were chosen by five respondents each: (i) many graduates of the teacher education institutions do not want to teach; and (ii) the teacher education institutions are not producing enough teachers. The option that limitations from government policies on hiring across regions or from other countries was a factor was not chosen by any respondents, but two respondents mentioned the issue of the recruitment of unqualified teachers for political reasons.

Figure 3.2: Factors Contributing to a Lack of Qualified Teachers, West Africa (Online Survey)



Source: Authors' estimation with West Africa online survey (survey still on going – preliminary results).

CPD is as critical as pre-service education to improve learning, but few teachers benefit from CPD and many countries either do not have a CPD framework or do not use it for promotions. CPD consists of various forms of training, education, and development spanning the career of a teacher or school leader. Sometimes these are broken down into further studies to earn higher or professional certificates, diplomas, and degrees; induction and mentoring; capacity building workshops, seminars, and conferences; and self-development that comes through individualized efforts and search for knowledge. No matter how excellent the quality of pre-service education is, CPD is indispensable for the teacher and school leader to keep abreast of required teaching standards and competencies. As shown in Table 3.4, half of the respondents attest that their country has a national framework on teacher CPD, but fewer attest that credit units are attached to specific teacher CPD and that these credits must be earned to be promoted. In other words, in some countries there may be a national framework, but it may not be used to guide promotions, which in turn may discourage teachers and school leaders to invest time in CPD. In most countries, Ministries of Education coordinate CPD, although in Nigeria and Sierra Leone this is done by teaching regulatory authorities. Across countries however, as shown in Figure 3.3, the share of teachers that benefitted from CPD over the last three years is low since half of the respondents indicated that less than 20 percent of teachers were such beneficiaries. Respondents were also asked to rate the adequacy of CPD to address teacher quality. The average rating on a scale from 1 to 5 was 3.0, which is low. Finally, only seven respondents indicated the existence of (or planning for) a national training program for school leaders, suggesting a lack of such programs in many countries.

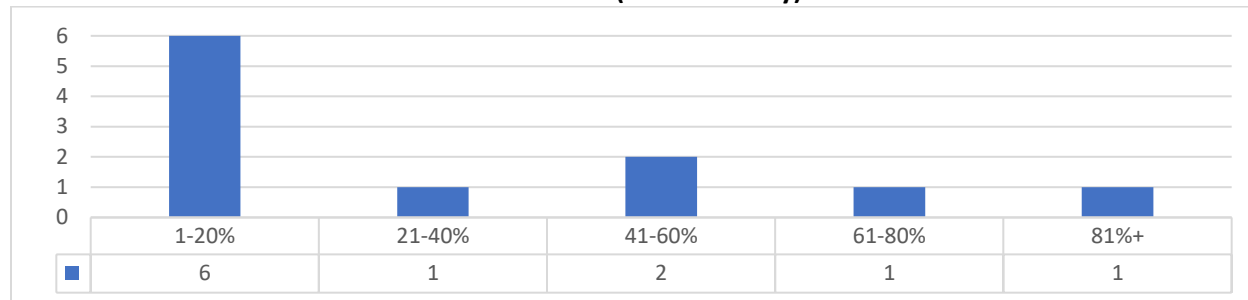
Table 3.4: Existence of a CPD Framework and Utilization of CPD, West Africa (Online Survey)

Question	Yes	No	NR
Is there a national framework on teacher CPD?	7	5	-
Are there credit units attached to specific teacher CPD?	3	8	1
Are there specified credit units a teacher must earn to be promoted?	4	7	1

Source: Authors' estimation with West Africa online survey.

NR: No response

Figure 3.3: Share of Teachers in Public Basic and Secondary Schools Trained in Last Three Years, West Africa (Online Survey)



Source: Authors' estimation with West Africa online survey (survey still on going – preliminary results).

Case study for Sierra Leone

TSC recognizes teacher development as a continuum starting with initial teacher education through processes of induction and mentoring to ongoing professional development (TSC, 2020). The *National Policy on Teacher Development and Performance* asserts that teacher PD in Sierra Leone shall consist of three key processes, namely: (1) An initial teacher education and training process in tertiary education institutions, leading to the acquisition of formal qualifications that are recognized by the TSC as a basis for recruitment of prospective candidates into the teaching force; (2) Induction training processes provided during a probation period. First induction shall be immediately after graduation from a teacher education institution, and a second induction shall be within the initial 6-month period of employment; and (3) Processes of continuous and career-long professional development provided through formal and informal opportunities (TSC, 2020). Yet at the onset, it is important to note that a third of teachers are considered as untrained and unqualified based on data from the National School Census (MoBSSE, 2021). TSC has identified some 4,500 teachers on Government payroll that may need to be let go, but it also recognizes the difficulty of employing additional qualified teachers (TSC, 2021). The number of additional teachers approved for employment falls short of needs. Both deficiencies in pre-service teacher education and acute shortages of qualified teachers are major challenges in the country.

Teachers with only a Teacher's Certificate outnumber all other teachers combined. The levels of qualifications recognized in the country range from the Teachers' Certificate to a master's or PhD. Entry requirements into pre-service education programs remain relatively low as shown in the Table. For instance, entry into the Teachers Certificate Program is provided for those who have "Attempted WASSCE"; have two credits in WASSCE; or passed the entrance examination. Most teachers only have a Teacher's Certificate, which falls short of the minimum quality required to teach in primary education. In addition, there are other numerous challenges facing the teacher training institutions in terms of shortage of teaching staff, infrastructure, and teaching and learning resources.

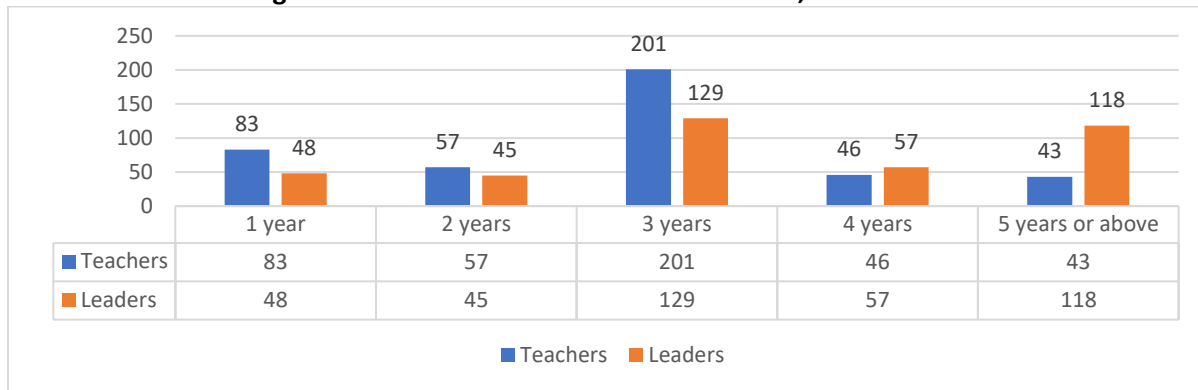
Curricula for pre-service training need to be reviewed at all levels. As for the Teachers' Certificate, curricula have not been reviewed for over ten years and are not aligned to the Basic Education Curricular Framework (MoBSSE, 2020). There is no national curriculum framework or benchmark for the Teachers' Certificate, Higher Teachers' Certificate (Primary) and Higher Teachers' Certificate (Secondary). For university-based degree programs, there is also no national curriculum framework. Each university develops its programs and gets approval from the Tertiary Education Commission, which makes it difficult to programs across universities. Also critical is the fact that none of the education programs have received periodic external quality assurance visits in line with international best practices and the prescriptions of the African Continental Teacher Qualification Framework (African Union Commission, 2019b). Neither the NCTVA nor the TEC have sent accreditation panels to their respective institutions to accredit them in line with international best practices. None of the TC, HTC, and degree education programs is accredited.

A larger number of institutions are providing pre-service training since the University Act of 2021. Several institutions were offering pre-service teacher education in Sierra Leone as of 2018. The Freetown Teachers College was upgraded to a polytechnic in 2021. The Universities Act of 2021 established more public universities, such as the Milton Margai Technical University, the Eastern Technical University, and Kono University of Science and Technology. It also affirmed existing ones such as the University of Sierra Leone, Njala University, and Ernest Bai Koroma University of Science. Therefore, the number of institutions offering pre-service teacher education is on the increase, making it imperative for regulators to develop national curricular frameworks and send panel of experts to verify the quality of training, to either grant or deny accreditation to programs. The regulators have not published manuals for the accreditation of programs. However, from internal manuscripts of the Tertiary Education Commission, the following forms is used for evaluating and monitoring the programs of the universities: (1) Academic content; (2) Staffing; (3) Physical facilities; (4) Student admission; and (5) Examinations. Similarly, the Act of 2001 gave the NCTVA mandates for the following in respect of the sub-degree programs: (1) Curriculum Development; (2) Accreditation and Validation; (3) Assessment of students; (4) Issuance of Qualifications; and (5) Establishment of the National Occupational Standards (NCTVA, 2004).

The Government is aware of the challenges in pre-service teacher education. The challenges were discussed in the latest Education Sector Analysis (Sierra Leone, 2020). The report made references to what it termed the weak regulatory framework for higher education and TVET institutions in Sierra Leone. It noted that the higher education sector previously outperformed its peers in West Africa, yet due to the prolonged years of the war and other crises (including health pandemics), the country currently has *"a weakened learning environment, and inadequate learning materials, as well as accessibility and affordability issues."* The report added that the subsector also lacks the capacity to *"fully absorb the potential increase in students as a result of the Free Quality School Education (FQSE) program."* Another issue mentioned was the shortage of qualified TVET teachers. The Education Sector Analysis articulated measures which the Government could taking to raise the quality of pre-service teacher education, including: (1) Review of the Universities Act 2005, which has been completed and passed into law in 2021; (2) Inclusion of lecturers' salaries in the government payroll; (3) Extensive construction and refurbishment of campuses and administrative buildings; (4) Scholarships for students and lecturers at undergraduate and postgraduate levels; (5) Upskilling of current lecturers with the assistance of retired professors from abroad; (6) Updated grant-in-aid policy providing women with automatic scholarships when applying to STEAM courses as well as, for the first time, to GTIs in order to increase enrolment of women in TVET courses; (7) Modification of higher education institutions' curricula to meet labor market demands and ground students in the local realities so that the skills acquired are directly relevant for addressing local challenges and opportunities; and (8) Rolling out of the student loan scheme to increase access to education across the country and raise the level of participation among students from all levels of learning.

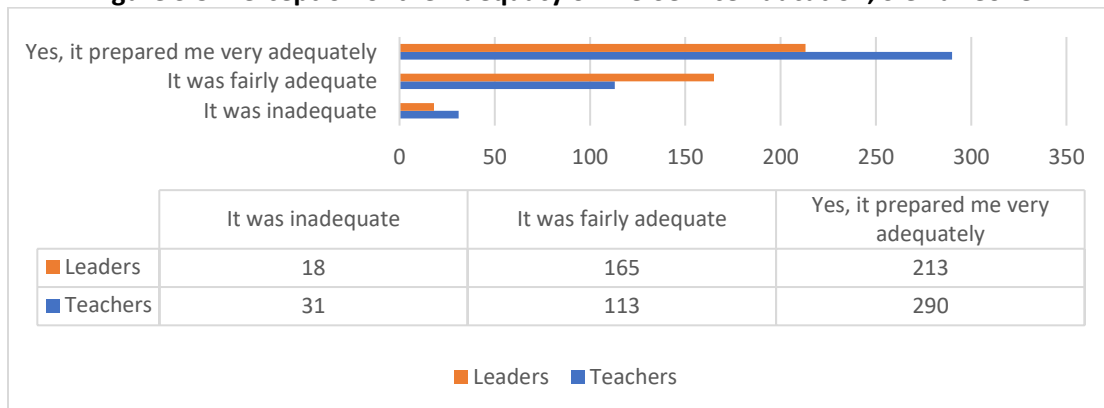
Most teachers and school leaders believe that their training was adequate, but this may reflect self-confidence rather than high quality in the training received. Figure 3.4 shows that 83 teachers and 48 school leaders spent just one year in their teacher training institution. However, these may be graduate teachers with Post Graduate Diploma in Education. Another 57 teachers and 45 school leaders spent two years, but the majority (201 teachers and 129 school leaders) spent three years. This information corroborates data suggesting that most teachers, being holders of Teachers' Certificate and Higher Teachers' Certificate, spent three years in the teacher training institutions. Regarding the adequacy of the training received, as shown in Figure 3.2, most teachers and school leaders opined that their training was adequate. This self-rating, however, may indicate self-confidence rather than the reality of some of the deficiencies discussed earlier about which respondents may have little or no knowledge.

Figure 3.4: Duration of Pre-Service Education, Sierra Leone



Source: Authors' estimation from online surveys.

Figure 3.5: Perception of the Adequacy of Pre-Service Education, Sierra Leone



Source: Authors' estimation from online surveys.

At the same time, many teachers and school leaders declare having faced challenges since becoming a teacher or school leader. Table 3.5 presents perceptions of these challenges. Only 113 (27 percent) of teachers indicated that they did not have any of the challenges listed for them. Some 108 teachers (26 percent) opined that the pre-service teacher education did not expose them enough to the practical skills they needed to plan and deliver lessons and other educational programs. For school leaders, while 82 (21 percent) stated they had none of the challenges listed, most also encountered challenges, with a substantial minority stating they had all the three challenges listed in the questionnaire. Half opined that pre-service teacher training did not expose them enough to professional knowledge (theories, principles,

leadership styles, technology, financial management, change and innovation, etc.) needed for school leadership. Overall, the responses suggest a need for improving pre-service education.

Table 3.5: Challenges Faced Teachers and Leaders Since Becoming Teachers or Leaders, Sierra Leone

Teachers		School Leaders	
Options	Yes	Option	Yes
The pre-service teacher training did not expose me enough to the content of the subject that I teach.	51	The pre-service teacher training did not expose me enough to the professional knowledge (theories, principles, leadership styles, technology, financial management, change and innovation, etc.) for school leadership.	194
The pre-service teacher training did not expose me enough to the practical skills that I need to plan and deliver my lessons and other educational programs.	108	The pre-service teacher training did not expose me enough to the professional skills (planning and implementation of school programs, etc.) for school leadership.	50
The pre-service teacher training did not expose me enough to the ethics and expected conduct which I need to know about as a teacher.	65	The pre-service teacher training did not expose me enough to the ethics and conduct which I need to know about as a head teacher or principal.	18
I have all the three challenges listed above.	77	I have all the three challenges above.	54
I do not have any of the three challenges listed above.	113	I do not have any of the three challenges listed above.	82
Total	414	Total	398

Source: Authors' estimation from online surveys.

CPD is the second major component of teacher education. CPD consists of various forms of training, education, and development spanning the career of a teacher or school leader. Sometimes these are broken down into further studies to earn higher or professional certificates, diplomas, and degrees; induction and mentoring; capacity building workshops, seminars, and conferences; and self-development that comes through individualized efforts and search for knowledge. No matter how excellent the quality of pre-service education is, CPD is indispensable for the teacher and school leader to keep abreast of required teaching standards and competencies. Accordingly, this section reviews the landscape of CPD in Sierra Leone and the efforts and challenges faced by TSC to coordinate CPD.

While TSC is charged with overseeing CPD, the task remains challenging. TSC is explicitly the authority on matters of teacher professional development in Sierra Leone following a 2019 decision by the Ministry of Basic and Senior Secondary Education to transfer this responsibility and related assets to the Agency. TSC should not only have a CPD framework that binds all service providers together. but it should also serve as the hub or clearing house for funds, programs, administration. and use of CPD for the benefit of teachers and school leaders. Yet previous studies such as the 2018 Situation Analysis of the teaching profession have found that challenges persist. Expert opinions from key informants for this study suggest that this is still the case. CPD can add significantly to the knowledge, orientation. and skills of teachers, which in turn contributed to better learning outcomes. But it remains mostly ad-hoc if not chaotic, reaching few teachers and school districts on a limited number of topics. There is no comprehensive, systematized approach that ensures that over time, all teachers would receive a specific set of CPD. Teachers and school leaders lack equal access to quality CPD, with most trainings funded by development partners, taking place as pilots in school districts chosen by them, and focusing on matters of their interest. It is also doubtful that CPD as it is currently implemented deals with fundamental requirements of the

professional standards and competencies in any comprehensive manner. As will be discussed below, responses to the online questionnaires by teachers and school leaders attest that many are left out.

CPD should be mostly school based. The focus on school based CPD was already noted in the 2018 situation analysis of the teaching profession. This requires coming up with a new CPD framework that could bring the concepts of Communities of Practice (CoPs) and learning clusters or circles to the front-burner. This might not totally replace CPD that takes place outside the school such as regional or national events. But CPD credits should be earned when teachers learn and improve their daily practices through action research, induction, mentoring, peer learning, and active participation in CoPs and learning clusters. This would drastically cut down the expenditure on CPD while adding more value.

CPD still needs to be brought effectively under the regulation and coordination of the TSC. This requires a national CPD framework with CPD portfolios and a credit-based system, with assurance that teachers do not lose their CPD credits and that all credits are recorded and accumulated. These credits then will count during the evaluation and promotion of teachers and school leaders. Currently, TSC has a *National Policy on Teacher Development & Performance* (TSC, 2020) that needs to be further developed to deal with these issues. TSC has been working on a comprehensive CPD framework since 2020 and has concluded plans for a High Level CPD Policy Consultation. These efforts, if completed will create a new National CPD Framework which can transform the CPD landscape in the country. The aim is to create a National Strategic Plan for Continuous Professional Development (CPD) and Guidelines for INSET of Teachers and School Leaders for the Teaching Service Commission (TSC) in Sierra Leone (Sessay, 2020).

CPD that teachers could invest in by themselves is negatively affected by a lack of rewards and the poor economic situation of not just many teachers, but workers more generally. Teachers may not be motivated to invest in their own CPD because the system has not convincingly demonstrated the benefits of such investments. Promotions have been without recourse to credits earned from CPD. But once the link between CPD and the career path is demonstrated, teachers may exploit self-development options available to them. CPD for teachers should elevate the value of self-development by ensuring that teachers clearly see the value of their efforts within the context of their career advancement.

Information from the Sierra Leone Teachers Union suggests that the Union has invested in the professional development of its members. This includes a Memorandum of Understanding (MOU) with the Canadian Federation of Teachers to partner in training teachers. The Union has worked with the Canadian Teachers' Federation and other non-governmental organizations to provide training, but only a portion of teachers can benefit from this source. Also, as indicated by the Union, it has not been able to extend its trainings to school leaders. This group therefore has not received much training for the school leadership job, which they were not especially prepared for before their appointment as school leaders.

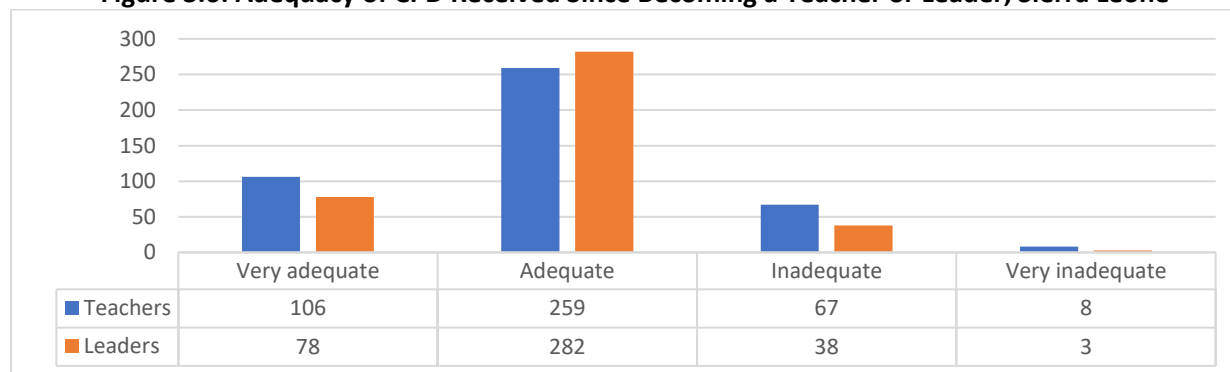
The Government side of CPD is led by TSC with the Ministry of Basic and Senior Secondary Education with funding from development partners such as the World Bank, UNICEF, the European Union, and others. Various trainings have been implemented, including on school leadership, literacy and numeracy skills, and other competencies. Yet the data from TSC suggest that a total of 24,227 school leaders and teachers were trained between 2018 and 2021. This means that most teachers and school leaders did not benefit from such training, especially as some teachers may have benefitted from more than one training.

TSC is considering a new training program for school leaders. The African Continental Framework of Standards and Competencies advocates for a mandatory leadership training program. This should be a requirement for all teachers aspiring to be appointed as school leaders. TSC has taken steps to develop

and implement such the program. The working document for the program outlines five core competencies for effective school leadership: (i) Demonstrating a commitment to improving learning outcomes and promoting inclusion; (ii) Promoting a culture of continuous self-sustaining school improvement; (iii) Modelling and guiding leadership for learning and for the inclusion of all students; (iv) Using evidence to plan, implement, and review improvements to inclusion and learning; and (v) Working collaboratively with all stakeholders to drive school and system improvement (TSC and Education Commission, 2022). Implementation would involve formal training, in-school support, and professional learning communities.

Teachers and school leaders responded to questions on the adequacy of CPD in the online surveys. Perhaps surprisingly, as shown in Figure 3.6, many teachers and school leaders described it as adequate (as for pre-service training, this does not however imply that CPD is indeed adequate). Table 3.6 shows the number of times teachers and school leaders attended a training, workshop, or conference in the last three years and who sponsored the event. Many teachers attended at least one training per sponsor, which is encouraging although not high number, with the union and the teachers themselves being the training sponsors more than the government. Overall, while many teachers and leaders may feel that CPD is adequate, by international best practice it is likely not.

Figure 3.6: Adequacy of CPD Received Since Becoming a Teacher or Leader, Sierra Leone



Source: Authors' estimation from online surveys.

Table 3.6: Training/Workshop/Conference Attended in Last 3 Years by Type of Sponsor, Sierra Leone

Number of events	Teachers			Leaders		
	Government	Union	Self	Government	Union	Self
Once	133	230	207	104	149	208
2 times	102	65	65	39	136	58
3 times	80	31	45	56	33	52
4 times	34	15	19	63	22	24
5 times +	79	28	25	136	42	46
Total	428	369	361	398	382	388

Source: Authors' estimation from online surveys.

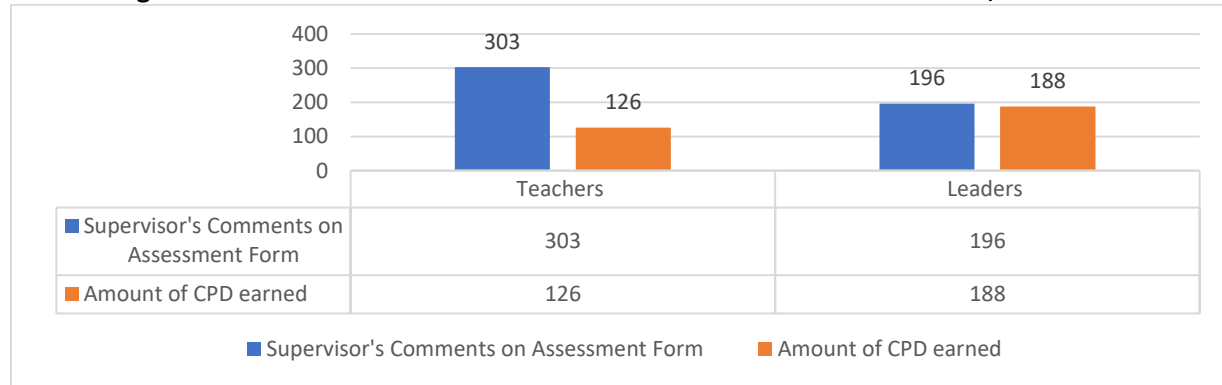
While CPD should counts towards promotion, the perception of teachers and school leaders is that the assessment of their work by their supervisor matters even more. On the criteria for appointment and promotion (Table 3.7), an overwhelming majority of both teachers (282 or 65%) and leaders (308 or 77%) opined that the amount of CPD was a criterium for promotion besides their years of experience. However, as shown in Figure 3.7, most teachers and slightly more than half of leaders stated that supervisor's comments on their evaluation form counts more for promotion than the amount of CPD earned.

Table 3.7: Perceived Criteria for Appointment/Promotion of Teachers/Leaders Besides Year of Service

Teachers		Leaders	
Options	Yes	Option	Yes
Credits/amount of PD done	282	Credits/amount of PD done	308
Civil service rules	60	Civil service rules	56
Connection with those in authority	29	Result of examination for head teachers/principals	26
Result of promotion examination	48	Preference to indigenes of Province/District	9
Preference to indigenes of Province/District	15	---	--
Total	434	Total	399

Source: Authors' estimation from online surveys.

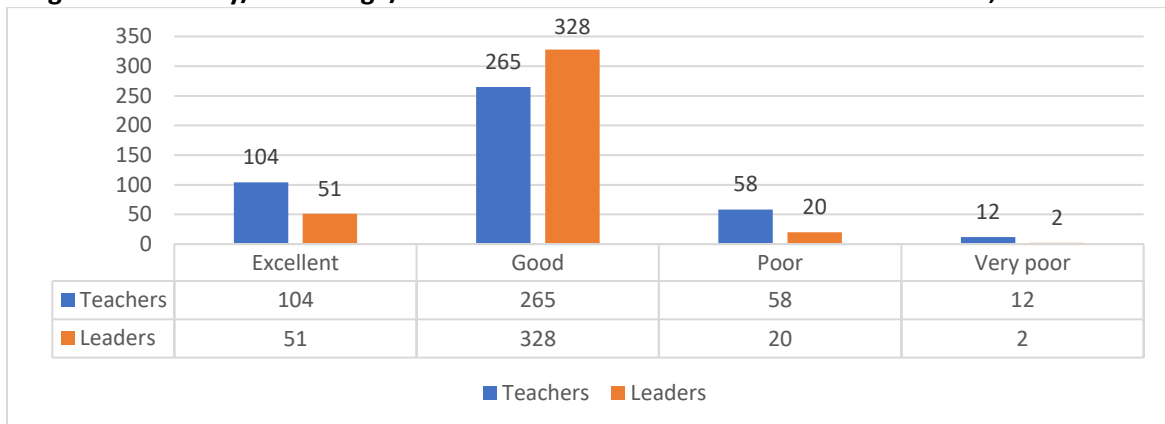
Figure 3.7: What Counts Most in Performance Evaluation as Carried Out, Sierra Leone



Source: Authors' estimation from online surveys.

The ability to access and use the internet is important for some forms of CPD, with most teachers and school leaders rating that ability as good or excellent, yet most do not own a computer. As shown in Figure 3.8, most teachers and leaders rate their capacity to access and use the internet as good or excellent, with only a small minority rating that capacity as poor or very poor. Table 3.8 also shows that while most teachers and leaders have heard about professional development portfolios and own a smart phone, a majority do not own a laptop, nor do they have access to an official computer, laptop, or tablet. In practice, most teachers may not take full advantage of digital resources for teaching and learning even though they have significant knowledge and skills in the use of computers and the internet.

Figure 3.8: Ability/Knowledge/Skill in the Use of Internet and Online Resources, Sierra Leone



Source: Authors' estimation from online surveys.

Table 3.8: Knowledge of CPD Portfolio, Ownership of Assets, and Internet Access, Sierra Leone

	Teachers			School leaders		
	Yes	No	Total	Yes	No	Total
Have you ever heard the term “professional development portfolio”?	308	122	430	363	31	394
Do you have access to an official computer, laptop or tablet?	87	349	436	102	295	297
Do you have access to official internet connection/data?	88	352	440	85	313	398
Do you own a personal computer, laptop or tablet?	120	318	438	150	251	401
Do you own a smart phone?	348	89	437	356	44	400

Source: Authors’ estimation from online surveys.

Lack of good internet connectivity in some areas may also affect the ability of teachers and school leaders to use digital resources. Information from the online surveys is available on connectivity (note that the data are provided by respondents who managed to go online to answer the survey, hence the situation for some teachers and school leaders may be worse). Access to mobile phone networks is typically good, but access to reliable internet connections is weaker, and many schools do not have electricity. This may be part of the explanation why teachers and school leaders find personal computers/laptops/tablets more useful than official ones that may need to be used only in schools.

In terms of priorities for CPD, training in the use of educational technologies and teaching and learning online, and training for lesson plans and notes, lesson delivery, and learning assessment come first. Table 3.9 presents the views of teachers and leaders regarding CPD opportunities they need most. For teachers, training for lesson plans and notes, lesson delivery, and learning assessment comes first. For teachers, training in the use of educational technologies and teaching and learning online is mentioned more often. But both types of training would be appreciated by many teachers and school leaders. Capacity building to deepen knowledge in a teaching subject/area of specialization and capacity building in the instructional language (English) and in basic numeracy are mentioned less often.

Table 3.9: What Professional Development Program Do You Need Most at the Moment, Sierra Leone

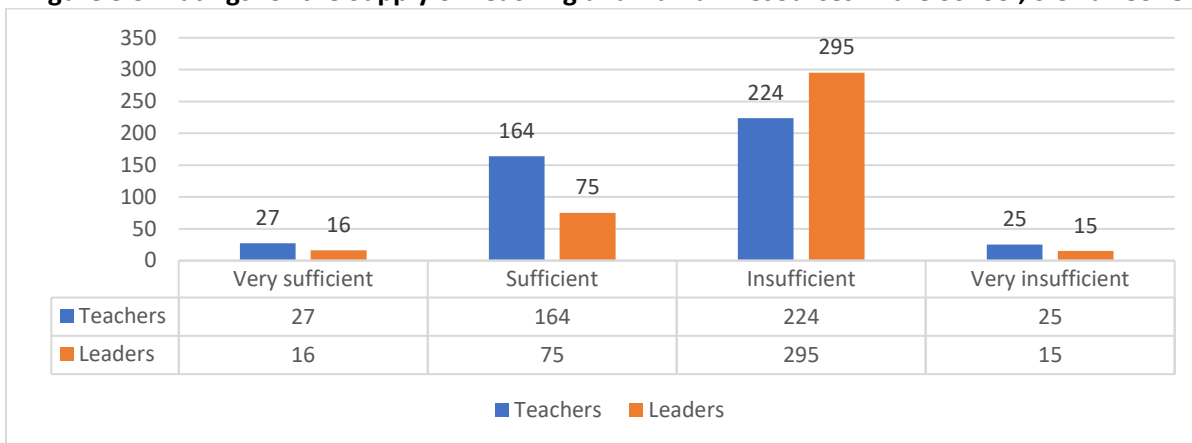
Options	Teachers		Leaders	
	Yes	Option	Yes	Option
Capacity building in the use of educational technologies, & online teaching and learning.	175	Capacity building in the use of educational technologies, & teaching and learning online	239	
Capacity building in teaching methodology – lesson plan and notes, lesson delivery, & learning assessment.	223	Capacity building in teaching methodology – lesson plan and notes, lesson delivery, & learning assessment.	139	
Capacity building to deepen knowledge in my teaching subject/area of specialisation.	25	Capacity building to deepen knowledge in my teaching subject/area of specialisation.	15	
Capacity building in the instructional language (English) & basic numeracy.	14	Capacity building in the instructional language (English) & basic numeracy.	7	
Total	437	Total	400	

Source: Authors’ estimation from online surveys.

Teachers and school leaders believe that the availability of supplies of teaching materials and human resources is too low. Teachers and school leaders also have clear priorities for the CPD they need. Perceptions regarding the availability of supplies and human resources are shown in Figure 3.9 where a clear majority of teachers and especially school leaders describe supplies and human resources as insufficient. An additional question asked to school leaders is about support they may need – it suggests that training on leading professional knowledge, practice and conduct in the school is a priority. Figure 3.10 presents areas of CPD needed by leaders, based on the domains of the School Leadership Standards

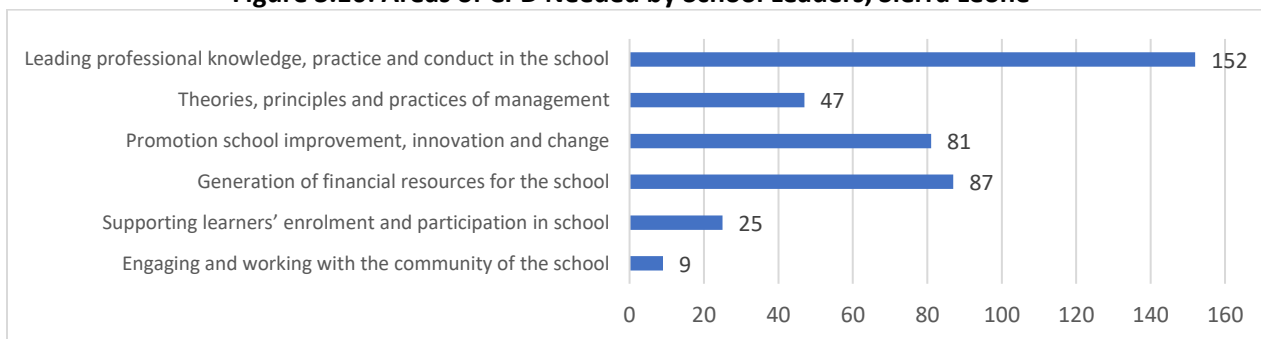
in the African Continental Framework of Standards and Competencies for the Teaching Profession. In descending order, the priorities are: (i) Leading professional knowledge, practice and conduct in the school; (ii) Generation of financial resources for the school; (iii) Promotion of school improvement, innovation and change; (iv) Theories, principles and practices of management; (v) Supporting learners’ enrolment and participation in school; and finally (vii) Engaging and working with the community. The demand seems on improving teaching in schools through professional knowledge and better practices.

Figure 3.9: Ratings for the Supply of Teaching and Human Resources in the School, Sierra Leone



Source: Authors’ estimation from online surveys.

Figure 3.10: Areas of CPD Needed by School Leaders, Sierra Leone



Source: Authors’ estimation from online surveys.

Issues related to pre-service and in-service training are discussed in the Education Sector Plan. The theme of the plan jointly produced by the Ministry of Basic and Senior Secondary Education and the Ministry of Technical and Higher Education (2022) is “Transforming Learning for All.” The plan identifies learning deficits at the foundational level and recognizes the need for improvements in the quality of graduates from tertiary education who teach at that level. It also notes that the “Free Quality School Education” (FQSE) introduced in 2018 was a watershed event that led to an unprecedented increase in enrolment. That increase in demand must be matched, the plan argues, with a tangible improvement in the quality of teaching and learning to prevent public disillusionment about the benefits of education. The Plan focuses on nine priority objectives as follows: (i) Strengthen the instructional core; (ii) Recruit, retain, and support excellent educators; (iii) Reduce gender and other disparities in educational access, experience, and outcomes for the most marginalized; (iv) Provide safe, healthy, and conducive learning environments for all; (v) Strengthen governance, management, and accountability for performance; (vi) Enhance emergency prevention, preparedness, response, and recovery; (vii) Eliminate corruption in

education; (viii) Strengthen partnerships in support of learning and work readiness; and finally (ix) Increase the use of data and technology to support learning and education service delivery.

The Plan sketches out initiatives to recruit and retain more teachers. The plan sets targets for the Pupil-Qualified Teacher Ratio (PQTR) and the number of teachers that may need to be recruited, with incentives to be provided to achieve these targets. Allowances will be paid to teachers in rural areas, stipends will be paid to literacy facilitators in Non-Formal Education Centers, the criteria for promoting TVET personnel will be reviewed, and outreach will target students in Senior Secondary Schools and Universities to encourage more candidates to take up teaching as a profession. From 2022 to 2026, the Plan calls for recruiting 1,667 pre-primary, 10,688 primary, and 7,143 secondary school teachers, yielding a target of 17,498 new teachers or roughly half the number of teachers currently on the government payroll.

Measures are included in the Plan to strengthen the quality of pre- and in-service teacher education. For pre-service training, the measures include (i) Providing supervised teaching practice opportunities for teacher trainees; (ii) Providing scholarships to teacher trainees in STEAM, SNE, and languages with a focus on gender balance; (iii) Designing training programs for teachers who are teaching but unqualified and untrained but already on the payroll; (iv) Training/upgrading unqualified teachers and certifying them based on TSC guidelines; (v) Upgrading classrooms, laboratories, libraries, resource centers, and technical workshops facilities in Teacher Training Institutions; and (vi) Developing a teacher performance assessment strategy and toolkit. Measures will also be taken to improve the quality of CPD, including by (i) Developing a career pathway for pre-primary teachers based on education, experience, and assessment; (ii) Providing regular in-service CPD for teachers and educators in gender-responsive pedagogy and subject content for curriculum delivery, including training on inclusive education; (iii) Training teachers and other educators on emerging issues such as climate change, comprehensive sexuality education, and HIV; (iv) Developing a comprehensive plan for staff capacity building; and (vi) Training staff based on the capacity development plan, including capacity development on gender issues.

Finally, it is also noteworthy that the Plan aims to increase the use of data and technology to support improvements in learning and education management. One aim is to provide a tablet to all government and government-assisted primary and secondary schools, with additional tablets provided for data collection and reporting to the Education Information Management System (EMIS). Other measures include (i) Developing interactive radio program focused on school readiness; (ii) Connecting primary and secondary schools to a power source (solar power, where necessary); (iii) Providing e-management/e-learning systems to TVET Institutions; (iv) Strengthening the capacity of TVET management and regulatory bodies for effective supervision and monitoring of digital learning and automated management systems; (v) Providing Bluetooth radio for tutorial at the CLCs; (vi) Equipping TVET institutions with computers; (vii) Procuring and install fast and reliable internet access in all TTIs and connecting them to a stable internet.

Case study for The Gambia

The Gambia College is the main teacher education institution. Established in 1978, it results from the merger of institutions such as the Yundam Teachers College founded in 1952 and the Gambia School of Nursing and Midwifery, School of Agriculture and the School of Public Health (The Gambia College, 2022e). The College caters to other disciplines apart from teacher education for which it offers eight specialisations (The Gambia College, 2022a, 2022d). These specializations are two- or three-year degrees that constitute the bulk of teaching qualifications in The Gambian education system (MoBSE, 2020). Institutionally, the Gambia College recently became autonomous from MoBSE and is now under the authority of the Ministry of Higher Education Research Science and Technology (MoHERST), but MoBSE

has developed policies (discussed below) to ensure that the College’s graduates meet its needs. Table 3.10 presents the entry requirements into the programs. Generally, the two-year Diploma and three-year Advanced Diploma courses require 2 WASSCE credits and 4 WASSCE credits, respectively, including English and Mathematics. There has been a substantial increase in enrolment in The Gambia College in recent years, but it may not be sufficient to avoid teacher shortages in the future.

Table 3.10: Entry Requirements for Education Courses at The Gambia College, The Gambia

Program	Official entry standard
Diploma in Education primary (2 year)	2 WASSCE credits including credits in Math and English and 2 passes.
Advanced Diploma Primary (2 year)	3 WASSCE credit including English Language; CGPA of 3.00; Two years teaching experience after initial qualification
Advanced Diploma Primary (for people without a Diploma)	4 WASSCE credits including English and two subject specialisations
Diploma in Education Primary Madrassa (3 year)	Grade 12 Madrassa Certificate with excellent mention
Diploma in ECD (2-year)	2 WASSCE credits including credits in Math and English and 2 passes. A 40% pass mark for the entrance examination
Diploma in ECD (3 year)	2 WASSCE credits including credits in Math and English and 2 passes. A 40% pass mark for the entrance examination
Advanced Diploma Secondary (3 year)	4 WASSCE credits in English including English and the two- subject specialisation
Diploma in Education Islamic (2 year)	Grade 12 Madrassa Certificate with Excellent

Source: The Gambia College (2022c)

A second institution training teachers is the University of The Gambia which grants bachelor’s and higher degrees, but with a small number of education graduates each year. The School of Education at the University of The Gambia (UTG) began in 2001 as a Faculty of Education, then changed to a Department of Education and now is the School of Education. Both the School of Education and its teacher education programs which started in 2007 are recent. The faculty of the school is small with seven lecturers, one of whom holds a Doctorate degree, three Adjunct/Sabbatical lecturers and two Graduate Assistants. This could suggest a lack of staff to play a larger role in training future teachers and school leaders. The school offers a four-year Bachelor of Education degree which prepares graduates to teach in senior secondary schools. Admission requirement into the program is a minimum of 5 credits at the General Certificate in Education (GCE) Ordinary Level or WASSCE including English Language or 4 credits at GCE Ordinary Level or WASSCE including a credit in English Language plus HTC with a GPA of 3.2 or above (University of The Gambia, 2022). A student must earn a minimum of 120 credit hours to be awarded the Bachelor of Education degree. The total number of graduates of the School of Education from 2017-18 to 2020-21 was at 367, i.e., the school graduates on average under 100 students per year. It can be shown that most graduates are men (while research suggests better student performance with female teachers – the issue of few female teachers is observed across many West African countries).

A third institution has played a role in pre-service teacher education for TVET – the Gambia Technical Training Institute (GTTI), set to become the University of Science, Engineering and Technology (USET). GTTI is regarded as the premier TVET institution in the country. It was set up by an Act of Parliament in 1980 to equip youth with relevant education and life skills (GTTI, 2022a, 2022b). Over the years, it has trained youth in the technical and vocational areas. However, the upcoming University (USET) will have four departments such as Civil Engineering, Electrical and Electronic Engineering, Geomatics Engineering and Mechanical Engineering (GTTI, 2022b). In essence, GTTI is not a typical teacher training institution, but it has filled a gap created by the shortage of qualified teachers in the technical and vocational subjects.

A question is whether graduates acquire sufficient pedagogical training to operate in the school system, but GTTI has a Professional Development Department (PDD) that offers two-year Higher Teachers Certificate (HTC) and one-year Teachers Certificate (TC) programs run as part of its array of other professional development programs. The PDD has trained a total of 1,402 individuals from 2014 to 2022 and teachers are a small proportion of this number. Therefore, GTTI, is not a major producer of qualified teachers in The Gambia. Regarding the quality of training at the GTTI, a study that traced the 2015-2016 graduates of GTTI programs concluded that the graduates were within the “average to good rating” range. However, the study also emphasized that the quality of learning materials, the availability and technical quality of equipment, and work-based experience of teaching staff required strengthening (GTTI, 2018).

A test for teachers who graduated from the Gambia College suggests major gaps in competencies. In 2021, MoBSE in collaboration with the Gambia College and the West African Examination Council (WAEC) conducted a competency test for graduates from the College. The test assessed professional knowledge and skills of teachers based on the Lower Basic School Curricula with a focus on Mathematics and Literacy. Other tasks included assessing graduates’ ability to (i) write and identify student writing mistakes; (ii) construct an effective lesson plan; (iii) add marks on class tests; and (iv) read and comment on tables and charts containing information on children’s learning achievements to monitor their progress (Ministry of Basic and Secondary Education & World Bank, 2021). To pass teachers had to master 60 to 80 percent of the curriculum content depending on the grade while also demonstrating the other competencies just mentioned. Out of the 806 candidates who completed the assessment, only three percent met the minimum requirement. About half (48 percent) did not pass but were close to meeting the requirements. Still, many performed so poorly that they would not be able to teach Grade 1-3 curriculum content.

A related issue is a lack of accreditation for programs. None of the pre-service teaching institutions have their programs accredited by The Gambian National Accreditation and Quality Assurance Authority (NAQAA) or another external authority. MoBSE & MoHERST are aware of the need to ensure accreditation and improve the quality of the teachers being trained. Under the Quality and Relevance Program Area In the Education Sector Strategic Plan for 2016-2030, the Result Area 9 on an effective higher education quality assurance outlines the following measures: (i) Review and revise the regulatory framework for the operations of non-state providers of tertiary and higher education; (ii) Develop a framework with criteria and standards for assessing academic quality in tertiary and higher education within the country; (iii) Conduct regular external reviews of tertiary and higher education programs including TVET; (iv) Develop a system of accreditation and recognition of evidence of prior learning to facilitate credit transfer within and across tertiary and higher education institutions. (MoBSE & MoHERST 2017).

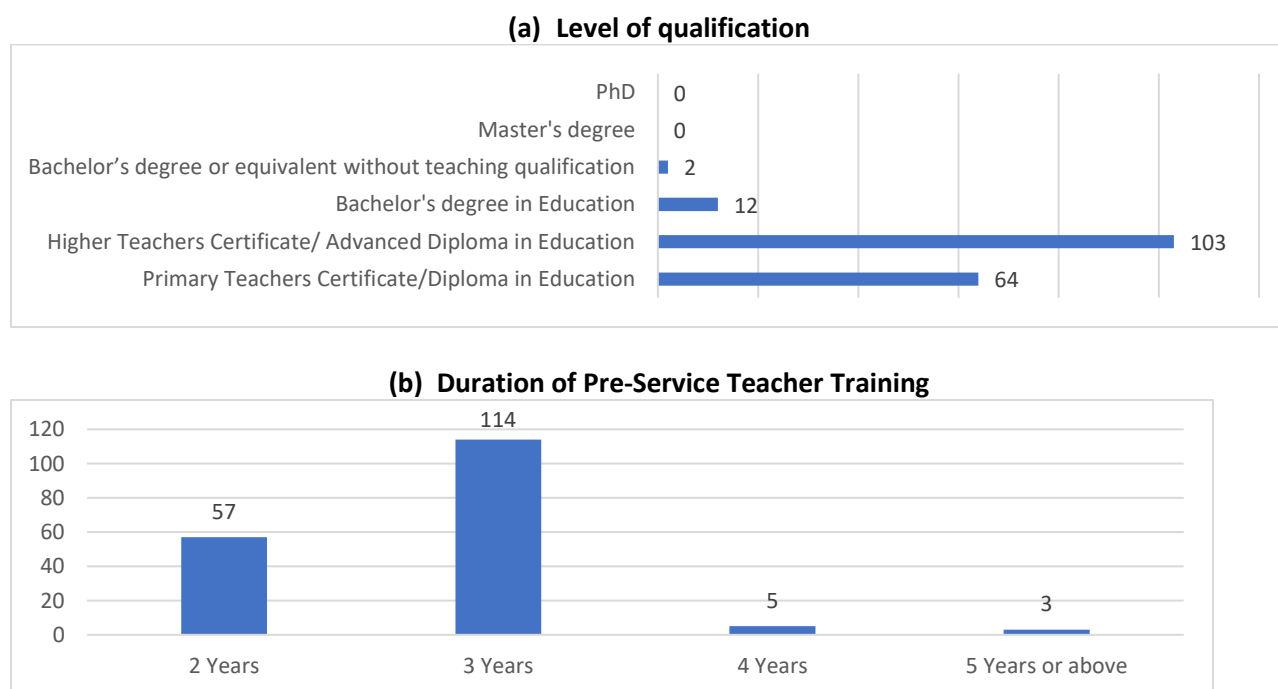
Other issues were identified in a 2019 situation analysis. The analysis suggested that the split in qualifications for teaching at different levels and a lack of passthrough between levels may affect the deployment of teachers and their quality (The Gambia Education Sector Support Project, 2019). The report made recommendations, including: (1) Reform of pre-service teacher education through a new B.Ed. program jointly developed and delivered by Gambia College and the University of the Gambia in line with recognised good practice internationally and providing a pathway to a degree for teachers at each school level; (2) Develop a coherent framework and program for in-service teacher education; (3) Develop a Teacher Professional Development Index of Competencies to inform a coherent approach to design, develop, and evaluate pre-service and in-service teacher education; (4) Define career stages for the teaching profession; (5) Strengthen the competencies of mentor teachers and cluster monitors so that they can adopt an effective supportive role for student teachers and new teachers; (6) Strengthen expertise in diversity, inclusion, and special education needs in both the Gambia College and the wider education system; (7) Strengthen ICT facilities and expertise in technology enhanced learning teaching

and assessment; and (9) Raise awareness, understanding and support from stakeholders and the wider public for the reform initiatives.

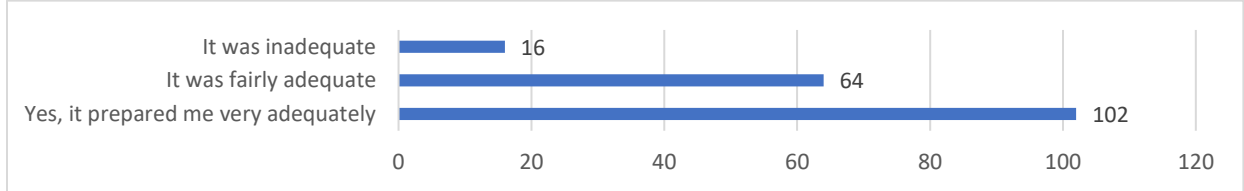
Efforts are being undertaken by MoBSE to strengthen pre-service teacher education. MoBSE (2020) has suggested to establish a Quality Assurance Framework for Graduating Students at The Gambia College. The Framework would help MoBSE set annual quota for teacher recruitment, determine the professional knowledge and skills expected of teachers, conduct pre-recruitment tests, and ensure that the Gambia College training policies and training content are aligned with the Ministry’s policy (MoBSE, 2020). In 2021, MoBSE introduced a *Teacher Competency Test Policy* to test Lower Basic School aspiring teachers before recruitment. The policy was piloted in 2020 and is anchored in the *General Orders for the Public Service of The Gambia* (2013) Clause 02105 which requires that applicants should provide evidence that they meet requirements for appointment to the post for which they are applying. The Scheme of Service Clause 14101 empowers the government to define the conditions and qualifications for appointment (MoBSE, 2021a). Hence if an applicant does not reach the minimum recruitment standards, s/he is not eligible for recruitment as public service teachers. However, the Scheme of Service allows MoBSE, when there is exigency, to recruit unqualified teachers hired at the unqualified teacher pay rate and not pensionable.

Most teachers believe that their training was adequate, but this may reflect self-confidence rather than high quality in the training received. Figure 3.11 provides data from the online survey of teachers. In terms of qualifications, more than half have Teachers Certificate/Advanced Diploma in Education, a third have Primary Teachers Certificate/Diploma in Education, and less than one in ten has a Bachelor’s. Regarding the duration of pre-service teacher education, most teachers benefited from two or three years of training, as expected given the degrees they have. Regarding the adequacy of the training received, most teachers opine that their training was adequate. This self-rating may indicate self-confidence rather than the reality given the deficiencies discussed earlier about which respondents may have no knowledge.

Figure 3.11: Qualifications of Teachers, Duration of Training, and Perceptions on Training, The Gambia



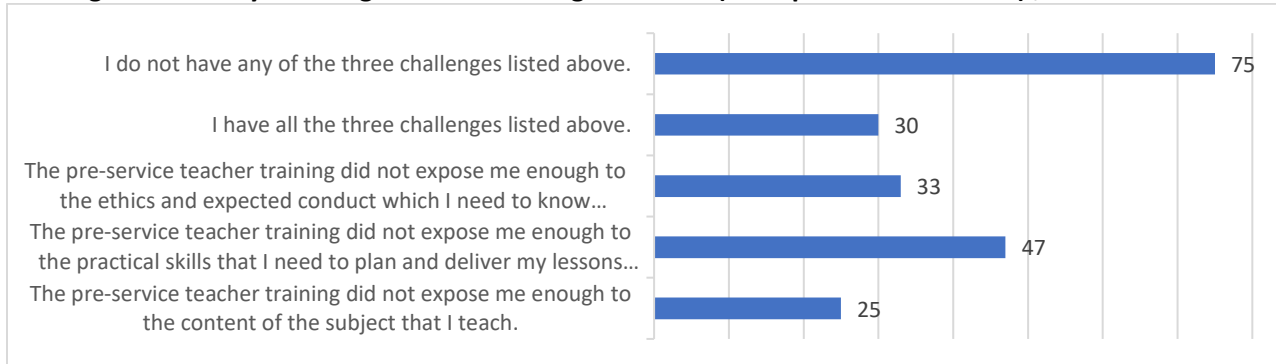
(c) Perceptions of Adequacy of Pre-Service Teacher Training



Source: Authors' estimation from online survey.

At the same time, many teachers and school leaders declare having faced challenges since becoming a teacher or school leader. Three challenges were identified in the survey questionnaire: (1) The pre-service teacher training did not expose me enough to the content of the subject that I teach; (2) The pre-service teacher training did not expose me enough to the practical skills that I need to plan and deliver my lessons and other educational programs; (3) The pre-service teacher training did not expose me enough to the ethics and expected conduct which I need to know about as a teacher. Figure 3.12 presents perceptions regarding these and other potential challenges these challenges. A substantial share of teachers declares having no challenges are 75, but many do indicate some challenges, first for practical skills, next for their knowledge of professional ethics and codes of conduct, and lastly for subject content knowledge.

Figure 3.12: Key Challenge Since Becoming a Teacher (Multiple choice allowed) , The Gambia



Source: Authors' estimation from online survey.

MoBSE understands the importance of CPD for teachers and school leaders, based on a comprehensive framework underpinned by key principles. One of the early documents discussing CPD, *The Gambia Civil Service: Scheme of Service Teachers Cadre*, was published by The Republic of The Gambia Department of State for Basic and Secondary Education (2004). It emphasizes the need for appropriate training, knowledge, skills, and conduct for teachers. It also gives power to MoBSE to recruit only teachers that meet its standards, and to ensure continuous professional development. More recently, the Gambia Education Sector Support Project helped develop a strategic framework for teacher education based on key priorities, namely the need to: (i) establish a continuum in teacher professional development from pre-service to CPD in line with recognized international good practice; (ii) connect pre-service education with teaching practice in schools and develop competencies needed to teach effectively the national curriculum; (iii) develop a suite of in-service teacher upgrading training modules in core curriculum subjects, integrating content and pedagogical Knowledge; (iv) create additional modules for pre- and in-service training in priority areas such as inclusive and special education, early childhood development, national languages, and technology enhanced learning teaching and assessment; (v) develop a Teacher Professional Development Index of Competencies (TPDIC) with graded competency levels for all stages of

teachers' career (student teacher, Teacher, Senior Teacher and Head Teacher); (vi) provide capacity strengthening to further develop the knowledge, understanding and skills of teacher educators from The Gambia College and the University of The Gambia; and (vii) establish an effective team of INSET teacher trainers recruited from within the Ministry, teachers, and teacher educators and strengthen their capacity to design and lead effective INSET training courses under supervision by MoBSE.

These priorities emphasize the importance of a framework of professional standards and competencies that can anchor both pre-service education and CPD. The competencies required of teachers should be structured according to career stages, with acquisition of competencies leading to advancement in the career stage, rewards, appointment into positions of higher responsibility, and other professional duties and roles. The project developed a comprehensive framework for pre-service and CPD consisting of seven components: (1) Teacher Career Stages; (2) Teacher Professional Index of Competencies (TPDIC); (3) Reform of Pre-service Teacher Education; (4) Reform of In-Service Teacher Education; (5) Modes of Evaluation; (6) Professional development program for academic staff at GC and UTG; (7) Professional development program for INSET trainers.

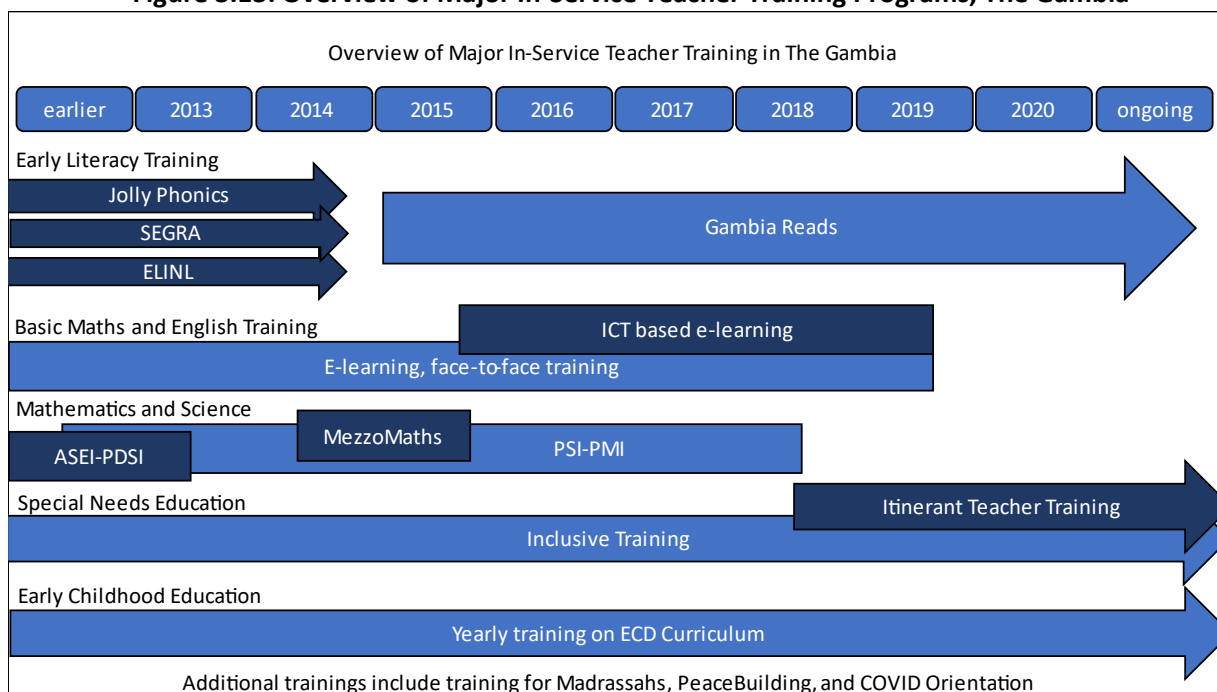
MoBSE has made progress in implementing the framework, but additional steps are needed in some areas. MoBSE is faithfully implementing this framework, though not completely yet. For instance, it came up with the Competency Test Policy for Teacher Recruitment; it published the *School Management Manual for Lower Basic, Basic Cycle and Upper Basic Schools Revised Version 3* (MoBSE, 2020b); it published an *Induction Handbook and Guidelines for Mentor Teachers and Newly Qualified Teachers in The Gambia* (MoBSE 2022c); in 2021 it commenced the one-year full time training of Head Teachers of the Basic Education in School Management and Leadership; and many other programs and activities. The key provisions of the School Management Manual have been discussed earlier in this report under the Chapter on Professional Standards and Competencies. The induction policy includes placing newly qualified teachers beginning from the 2022-2023 session on one-year full time induction and mentoring which have the following components: Meetings between Newly Qualified Teacher (NQT) and Mentor Teacher; Orientation Checklist; Career Entry Profile; Induction Portfolio; Personal Induction Plan; Lesson observations; Assessment meetings; Co-planning and co-teaching. The efforts in training the Head Teachers are also significant and discussed separately in the next sub-section. However, MoBSE is yet to develop a Framework of Professional Standards and Competencies for Teachers and School Leaders in line with international best practices which is something overarching to drive the entire reform of the pre-service and CPD. The Gambia is also yet to establish a teaching regulatory that should drive these professional reforms as happening currently across Africa and the world.

The Gambia has created an innovative training of Head Teachers in school management and leadership. From 2021, MoBSE began training Head Teachers of basic schools in school management and leadership. The training is provided by The Gambian Management Development Institute (MDI) as a two-semester full time program during which Head Teachers are relieved of their duties. The MDI Handbook on School Management and Administration for Lower Basic, Basic Circle and Upper Basic School Managers (MDI, 2022a) lists 16 modules. On the first cohort, MDI (2022b) documents that 83 Head Teachers, Deputy Heads, and Senior Teachers participated across the 6 regions from August 2021 to April 2022. On concern expressed by MDI is limited financial assistance from MoBSE to support personnel salaries and infrastructure (MDI is self-financed hence must raise resources through the programs it runs). MDI also does not have a sufficient fleet of vehicles to dedicate to school practicum. The MDI report recommended that: (1) laptops be given to participants to facilitate acquisition of IT skills; (2) the program be upgraded to B.Ed. and M.Ed. respectively when MDI is elevated to a degree awarding institute in the future; (3) MDI and MoBSE work together towards establishing a Faculty of Education with a focus on Management and

Leadership; (4) the Post Retirement Management Scheme, already developed by MDI be introduced to all ministerial staff, particularly those within five years to retirement; (5) MoBSE to provide at least one vehicle to facilitate practicum (support visits) and impact assessment exercises. MDI's aim is to provide a state-of-art one-year Postgraduate Program in School Management and Leadership for school leaders.

A recent review of in-service training suggests that CPD should be tailored, practical, focused, and ongoing. The review discusses trainings over the last decade (Kalisz and Drammeh, 2021). As shown in Figure 3.13, trainings have covered early literacy (Jolly phonics, SEGRA, and ELINL); basic mathematics and English language; mathematics and science; special needs education; and early childhood education, among others. There have also been trainings for Madrassahs, peace building, and Covid-19. Citing World Bank (2021), the report notes that trainings should be tailored, practical, focused, and ongoing, which may not yet be sufficiently the case. For example, the report notes that it is not clear how much of in-service training takes a practical rather than theoretical approach. In addition, participants and trainers in promising programs reviewed asked for greater frequency of training as well as training over a longer duration. Research suggests that programs of longer duration that support teachers in their classroom practice are most effective. Finally, the report emphasizes the need to align pre-service, CPD, and school curriculum with a strong collaboration between Gambia College, INSET, and other MoBSE directorates.

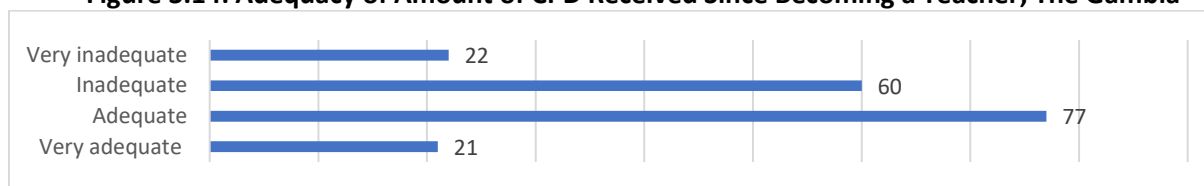
Figure 3.13: Overview of Major In-Service Teacher Training Programs, The Gambia



Source: Kalisz and Drammeh (2021).

Teachers responded to questions on the adequacy of CPD in the online survey. Perhaps surprisingly, as shown in Figure 3.14, more than half of teachers described it as adequate or very adequate (as for pre-service training, this does not however imply that CPD is indeed adequate). Table 3.11 shows the number of times teachers and school leaders attended a training, workshop, or conference in the last three years and who sponsored the event. Many teachers attended at least one training per sponsor, which is encouraging although not high number, with the government and the teachers themselves being the training sponsors slightly more than the union. Overall, while many teachers and leaders may feel that CPD is adequate, by international best practice it is likely not.

Figure 3.14: Adequacy of Amount of CPD Received Since Becoming a Teacher, The Gambia



Source: Authors' estimation from online survey.

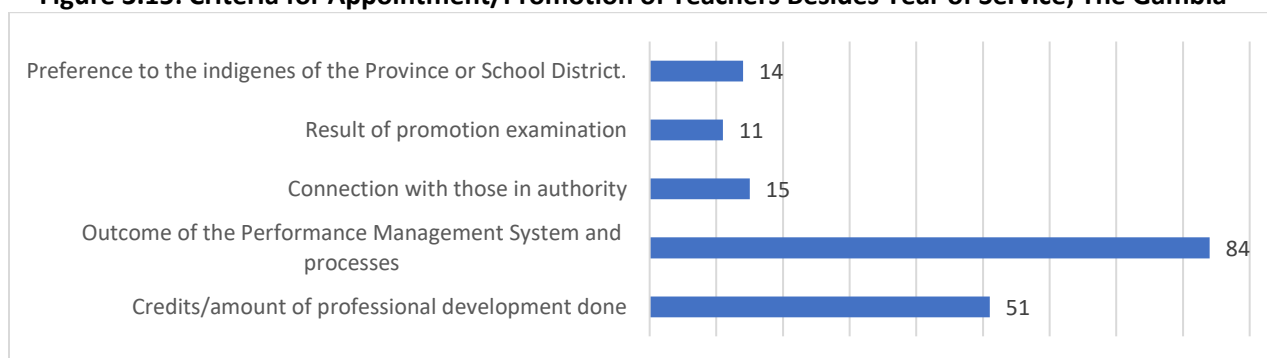
Table 3.11: Number of Trainings Attended by Teachers in the Last Three Years by Sponsor, The Gambia

Trainings	Government	Union	Self
One	100	83	100
2	28	35	24
3	19	13	7
4	7	7	3
5 or more	16	18	4
All	170	156	134

Source: Authors' estimation from online survey.

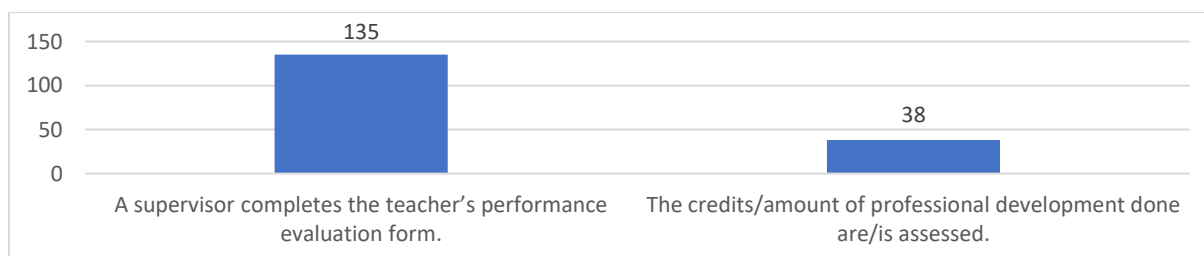
While CPD should counts towards promotion, the perception of teachers is that the assessment of their work by their supervisor matters more. On the criteria for appointment and promotion (Figures 3.15 and 3.16), many teachers opine that the amount of CPD is a criterium for promotion besides their years of experience. However, most teachers perceive that their supervisor's comments on their evaluation form counts more for promotion than the amount of CPD earned. It is worth noting that MoBSE has not yet developed a system of assignment of credit for the CPD accomplishment of the teachers.

Figure 3.15: Criteria for Appointment/Promotion of Teachers Besides Year of Service, The Gambia



Source: Authors' estimation from online survey.

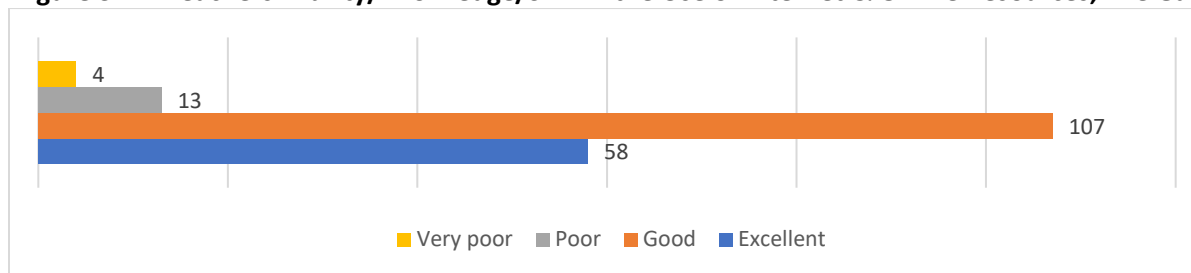
Figure 3.16: What Counts Most in Performance Evaluation as Carried Out, The Gambia



Source: Authors' estimation from online survey.

The ability to access and use the internet is important for some forms of CPD, with most teachers rating that ability as good or excellent, yet most do not own a computer. As shown in Figure 3.17, most teachers rate their capacity to access and use the internet as good or excellent, with only a small minority rating that capacity as poor or very poor. Table 3.12 also shows that relatively few teachers have heard about professional development portfolios. While many own a smart phone, few own a laptop. They also do not typically have access to an official computer, laptop, or tablet. In practice, most teachers may not take full advantage of digital resources for teaching and learning even though they have significant knowledge and skills in the use of computers and the internet.

Figure 3.17: Teachers’ Ability/Knowledge/Skill in the Use of Internet & Online Resources, The Gambia



Source: Authors’ estimation from online survey.

Table 3.12: Knowledge of CPD Portfolio, Ownership of Assets, and Internet Access, The Gambia

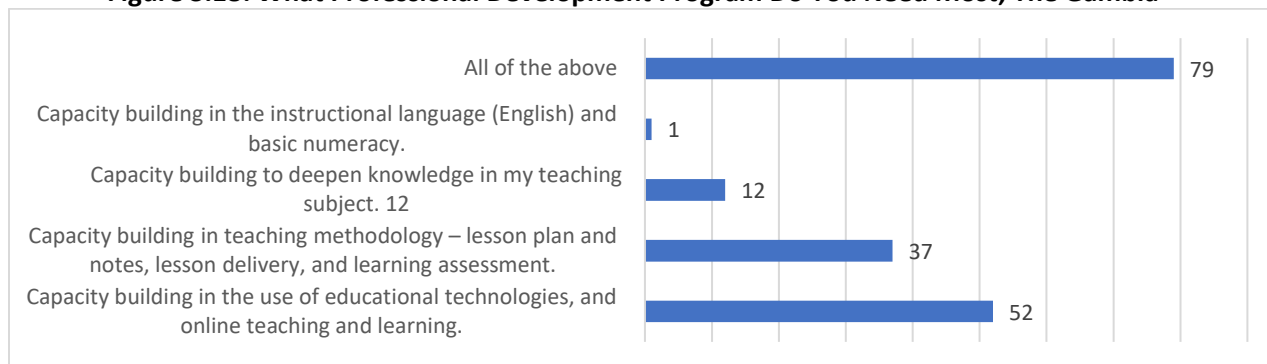
	Yes	No	Total
Have you ever heard the term “professional development portfolio”?	55	124	179
Do you have access to an official computer, laptop or tablet?	28	154	182
Do you have access to official internet connection/data?	25	157	182
Do you own a personal computer, laptop or tablet?	50	132	182
Do you own a smart phone?	179	2	181

Source: Authors’ estimation from online surveys.

Lack of good internet connectivity in some areas may also affect the ability of teachers and school leaders to use digital resources. Information from the online surveys is provided in Table 3.13 on connectivity (note that the data are provided by respondents who managed to go online to answer the survey, hence the situation for some teachers and school leaders may be worse). Access to mobile phone networks is typically good, but access to reliable internet connections is weaker (and some schools do not have electricity). This may be part of the explanation why teachers find personal computers, laptops, or tablets more useful than official ones that may need to be used only in schools.

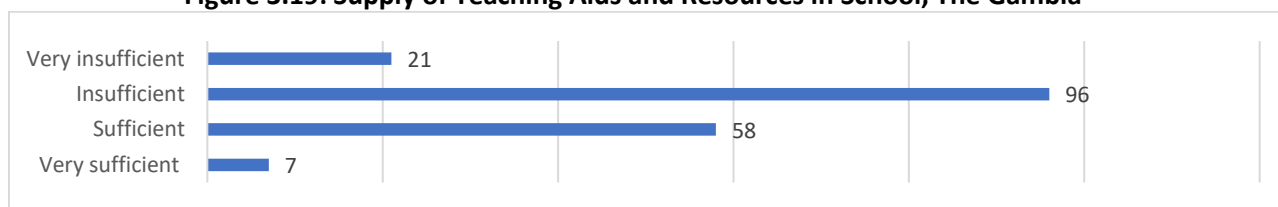
In terms of priorities for CPD, training in the use of educational technologies and teaching and learning online, and training for lesson plans and notes, lesson delivery, and learning assessment come first. Figure 3.18 presents the views of teachers regarding CPD opportunities they need most. Training in the use of educational technologies and teaching and learning online is mentioned most often, followed by training for lesson plans and notes, lesson delivery, and learning assessment. But many teachers state that they need training in all the areas mentioned in the survey, including capacity building to deepen knowledge in a teaching subject/area of specialization and capacity building in the instructional language (English) and in basic numeracy. Lastly, teachers were also asked about the supply of teaching resources in their school (Figure 3.19), which are clearly insufficient.

Figure 3.18: What Professional Development Program Do You Need Most, The Gambia



Source: Authors' estimation from online survey.

Figure 3.19: Supply of Teaching Aids and Resources in School, The Gambia



Source: Authors' estimation from online survey.

Summing up

At the sub-regional level, using a household survey for WAEMU countries, this chapter provided a profile of the education and other characteristics of teachers. An analysis of household survey data for WAEMU countries suggests (1) a low proportion of women among teachers; (2) low levels of education, particularly for primary school teachers, but with little difference between public and private schools; (3) a minority but nonetheless significant proportion of teachers in rural areas with limited internet access. Data from an online survey of Ministry of Education and other officials also suggests that the qualifications required of teachers are often limited (one or two years of post-secondary school training, typically), with significant issues for continuous professional development and a large contingent of “unqualified” teachers in many countries (those teachers do not meet the required qualifications in their country).

In Sierra Leone, both pre-service and in-service teacher education faces multiple challenges that undermine quality. Teacher education is fundamental to improve teaching and learning, especially in a context where a large share of teachers do not have the minimum qualifications for teaching. The following issues have been identified and require responses: (i) The regulatory and quality assurance frameworks for pre-service teacher education is weak; (ii) the TC is the dominant qualification in the school system, with at least 40 percent of the teachers considered as “untrained and unqualified”; (iii) even if teachers and school leaders opine that they had adequate pre-service education, retraining is likely needed in many areas. Similar issues affect teachers’ continuous professional development (CPD). There is lack of national framework for the regulation of CPD and an inability of TSC currently to exert its regulatory power over CPD programs. Government programs (and budgets) are insufficient to address CPD concerns, with only a minority of teachers and school leaders being trained each year. Another issue is the multiplicity of agents training teachers, often with their own preferences in terms of what trainings emphasize, without effective coordination. CPD programs should have a positive impact on the professional capacities of teachers and school leaders yet may not count much towards the promotion and advancement along the career path. CPD is being provided by the government, the teacher union and

individuals themselves, but coordination may again be lacking. A positive development is a National School Leadership Program being currently developed by TSC, although it could be better aligned with the African continental standards, domains, and competencies of school leadership. As to digital competencies, most teachers and school leaders feel that they have good or excellent knowledge and skills for using computers, the internet, and online resources but there are few official provisions for access to a computer, laptop, tablet, or the internet. In terms of priority needs for CPD, teachers and leaders emphasize capacity building in teaching methodologies and the use of educational technologies, respectively, with school leaders also emphasizing training for leading professional knowledge, practice and conduct in their school. Many of these topics are discussed in the Education Sector Plan 2022-2026.

In The Gambia as well, for both pre-service and in-service, multiple issues undermine its quality. The following issues have been identified and require responses: (i) The regulatory and quality assurance frameworks for pre-service teacher education is weak (e.g., lack of accreditation); (ii) two-year degrees are a dominant qualification in the school system, which is not enough, but some teachers do not even have that minimum– they require a path to acquire a degree and minimum qualifications; (iii) even if teachers and school leaders opine that they had adequate pre-service education, retraining is likely needed in many areas; and (iv) the academic staff and enrolment capacity of the three teacher education institutions is limited and insufficient to meet the demand for teachers. Similar issues affect teacher CPD. There is a “Comprehensive Pre-Service and In-Service Strategic Framework and Implementation Plan” but it is not yet operationalized and could be better aligned with the international frameworks on standards and competencies. Government programs (and budgets) are insufficient to address CPD concerns, with only a minority of teachers being trained each year. CPD programs should have a positive impact on the professional capacities of teachers and leaders yet may not count so much towards promotion and advancement along the career path. CPD is being provided by the government, the teacher union, and individuals themselves, but coordination may be lacking. A positive development is a new one-year full-time training from MDI in school management and leadership provide to aspiring leaders. Teachers need more supply of teaching and learning resources, while leaders need more staffing and resources. As to digital competencies, most teachers and school leaders feel that they have good or excellent knowledge and skills for using computers, the internet, and online resources but there are few official provisions for access to a computer, laptop, tablet, or the internet. In terms of priority needs for CPD, teachers emphasize capacity building in teaching methodologies and the use of educational technologies. Many of these issues are discussed in the Education Sector Strategic Plan 2016-2030.

CHAPTER 4: WORKING CONDITIONS

Introduction

Teacher motivation, and therefore the working conditions of teachers, is key for their performance. The literature suggests – not surprisingly, that teacher motivation matters for teacher effort, which in turn can lead to gains in learning for students. As noted in UNESCO IICBA (2017), there are multiple layers and approaches to understanding of what drives teacher motivation, but it clearly has an impact on teachers’ behaviors and their teaching practice. As teachers have varying degrees of intrinsic and extrinsic motivations, quick generalizations are risky, but a variety of factors affect motivation. This includes teacher salaries, including whether salaries are paid on time, and benefits as well as broader working conditions and the teachers’ perceptions of the respect (or lack thereof) for the teaching profession. Whether teachers believe that they have a realistic and rewarding career path ahead of them also matters.

This chapter considers the working conditions of teachers, first using household survey data across West African countries, and next considering in more details the situation in Sierra Leone and The Gambia. The analysis for West Africa is based on data from the WAEMU integrated household surveys in which teachers can be identified. In addition, as for Chapters 2 and 3, data from the online survey of Ministry and other education officials are used. The analysis for Sierra Leone and The Gambia is based on the more detailed situational analyses reports available for the two countries (Nwokeocha, 2023a, 2023b). For Sierra Leone, special attention is given to a recent agreement signed by the TSC and the Teacher Union.

A discussion is also provided on the value of Best Teacher Awards to recognize outstanding teachers. These awards can raise the appreciation of teachers in society while demonstrating that hard work pays. In 2019, the African Union Commission instituted the Continental Best Teacher Award. Three teachers won the award in 2019, six in 2020, and nine in 2021. The winners received cash gifts and were celebrated. For some of the winners, their countries promoted them and added to their gifts. In 2022, the Africa Federation of Teaching Regulatory Authorities also formally showcased them to the international audience during its annual Continental Conference. The impact of such recognition is hard to measure, but it may boost confidence in the value of the teaching profession and inspire teachers.

Results for West Africa

Household surveys can be used to provide a profile of teacher well-being in West Africa. Table 4.1 provides data on various aspects of teacher well-being based on data from the 2018-19 Harmonized Survey on Household Living Conditions used previously (Male and Wodon, 2023). Information is again presented for teachers in the public and private sectors. The average annual salary of teachers is much higher in public schools (FCFA 2.1 million, or about \$3,540 at the current exchange rate) than in the private sector (FCFA 0.9 million, or about \$1,450). Compared to teachers in the private sector, those in the public sector are also much more likely to receive benefits (paid leave, sick leave, pension fund contributions, maternity leave, bonuses, and other benefits). Within the two networks (public and private), secondary school teachers are better paid than primary school teachers, especially for the private sector, but the differences are not large and the same is true for other job-related benefits. For both private and public schools, just over one teacher in five has a second job. The workload is similar in public and private schools, with teachers working on average for 20 days per month and 7 hours per day. Estimates are also provided for the share of teachers in poverty and higher order poverty measures (for the definition of these measures, see Coudouel et al., 2002). As expected given differences in salaries, poverty is higher for teachers in private than in public schools (13.6 percent of teachers in the private sector live in poverty

versus 6.7 percent for those in the public sector). Poverty measures are also slightly higher for primary than secondary teachers. Nevertheless, in terms of quintiles of well-being, most teachers have consumption levels that place them in the highest quintile. Data are also provided for the share of teachers who have had a recent illness and whether they benefited medical coverage in terms of insurance. Finally, data are provided on access to financial services. Compared to teachers in the private sector, those in the public sector are more likely to have a bank account, including a savings account. They are also more likely to have benefited from credit. Conversely, teachers in the private sector participate a little more in tontines. These results are logical given the differences in salary and resources between the two groups.

Table 4.1: Teacher Wages, Benefits, and Well-being, West Africa (WAEMU Household Survey)

	Public schools			Private schools		
	Primary	Secondary	All	Primary	Secondary	All
Salaries and Benefits						
Salaries (FCFA, thousands)	2.047	2.322	2.134	706	1.109	877
Second job (%)	22.4	24.3	23.0	23.2	18.3	21.2
Days worked per month	19.7	19.8	19.7	20.0	18.6	19.4
Hours worked per day	7.3	6.8	7.1	6.9	6.6	6.8
Paid leave (%)	97.9	97.5	97.8	26.4	21.5	24.3
Sick leave (%)	69.8	65.1	68.3	24.8	29.2	26.7
Pension (%)	73.1	70.0	72.1	14.3	14.9	14.5
Maternity leave (%)	54.6	40.9	50.2	22.4	9.6	17.0
Bonus (%)	25.0	30.5	26.7	4.5	6.3	5.3
Other benefits (%)	27.3	26.7	27.1	4.6	6.5	5.4
Food received (%)	0.8	0.4	0.7	3.3	2.0	2.7
Household Poverty						
Incidence (%)	8.3	3.0	6.7	18.3	7.2	13.6
Depth (%)	1.3	0.5	1.1	4.7	1.2	3.3
Severity (%)	0.4	0.1	0.3	1.7	0.3	1.1
Quintile of Well-being						
Poorest quintile (%)	1.4	0.5	1.1	6.7	1.5	4.5
Second quintile (%)	5.5	2.5	4.6	9.5	3.8	7.1
Third quintile (%)	11.2	7.4	10.0	12.0	9.1	10.8
Fourth quintile (%)	18.4	16.6	17.8	25.4	14.0	20.6
Richest quintile (%)	63.5	73.0	66.4	46.4	71.5	57.0
Total (%)	100	100	100	100	100	100
Health Status						
Sick, ill, or injured (%)	32.9	34.1	33.3	36.8	34.0	35.6
No health insurance (%)	74.9	72.2	74.0	94.7	90.1	92.8
Financial Services						
Banking account (%)	83.5	91.4	86.1	60.0	84.8	70.5
Obtention of credit (%)	20.8	24.7	22.0	4.2	7.4	5.5
Savings account (%)	56.9	65.3	59.6	33.3	53.1	41.7
Savings group (<i>tontine</i>) (%)	15.6	13.9	15.0	20.2	17.5	19.1

Source: Male and Wodon (2023).

The West Africa online survey of education officials did not have many questions on the working conditions of teachers, but data were gathered on Teacher Awards and the perceived social status and satisfaction of teachers. Two thirds of respondents mentioned such awards (as noted earlier, the African Union Commission provides for teacher awards since 2017). As to the social status of teachers, on a scale from 1 to 5, the average rating from respondents on their perceptions of the status of teachers was very low at 2.6. Similarly, when asked to rate job satisfaction among teachers on the same scale, the average

rating was only 2.7. These ratings suggest that teacher social status and job satisfaction are insufficient, hindering the full realization of professionalization of standards and competencies for teachers and school leaders. Data for Sierra Leone and The Gambia discussed below confirm that job satisfaction and perceptions of their social status among teachers and school leaders are relatively low.

Qualitative feedback from key informant interviews also suggests that working conditions are often sub-optimal, but with countries trying various approaches to improve those conditions. The representative from Benin made references to the cost of living and how salaries are not sufficient to meet teachers' basic needs. The representative from Burkina Faso pointed to the public salary scale which has many cadres but limitations for teachers to attaining the highest cadre (for the teaching profession, National Inspector is the highest cadre, but it is difficult to attain because of the requirements). The emergence of terrorism was also mentioned as a challenge faced by teachers and school leaders: *"we share a border with Chad, and in these regions Jihadist attacks do not cease. Sometimes teachers want to do their work, but ... attacks in the regions where they are assigned make them unwilling to perform their duties, even though the government allocates risk and longevity allowances, they fear for their lives."* The representative from Côte d'Ivoire pointed to poor training as an issue affecting the quality of teachers. He stated: *"Here in Côte d'Ivoire, we don't have many trained specialists in the area of training teachers, so I think this makes the quality of our education lower and lower."* The Liberia representative stated that remuneration has been regular though may not be adequate to meet the needs of the teachers, especially in the context of the recession and inflation arising from the devastation of the war, Ebola, and most recently Covid-19. He admitted that teachers are less professionalized, but the country is developing frameworks to get them more professionalized, including through registration and licensing. The representative for Nigeria mentioned packages approved for teachers by the Presidency including an increase in retirement age from 60 to 65 years and additional payment of 27.5 percent of basic salary as professional allowance to registered teachers. However, the key issues currently being discussed are related to the implementation of the career path for teachers and school leaders, related policies, and other requirements arising from the adoption of international frameworks.

Case study for Sierra Leone

As working conditions matter for teacher motivation and the learning environment of students, a key responsibility of TSC is to ensure good working conditions for teachers and school leaders. In particular, working conditions can have impact on whether the standards and competencies of teachers and school leaders can be achieved. As TSC has taken over the employment of teachers, it has a mandate in this area. Yet as schools are owned by the Ministry of Basic and Senior Secondary Education, the role of TSC is also limited, coveting mostly salaries and other personnel issues while the supply of physical facilities and amenities, as well as that of teaching and learning resources, remain the responsibility of the Ministry. In addition, the TSC Act did not expressly empower TSC to manage appointments, transfers, disciplinary measures, and other matters concerning head teachers and principals. Therefore, the Ministry still plays these roles, even if it has mandated TSC to perform some of these functions on its behalf.

The influence of TSC on working conditions for teachers will depend in part on the collective agreement it reached with the Sierra Leone Teachers Union. The Agreement (Sierra Leone, 2022) spells out the terms and conditions of teachers' employment in a comprehensive manner and has been gazetted by the government of Sierra Leone. This chapter discusses key features of this Agreement as well as briefly the question of teacher awards and teachers and school leaders' perceptions about their working conditions. The Collective Agreement between TSC and the Teacher Union has a duration of three years and marks the implementation of the Professional Standards and Competencies for Teachers and School Leaders.

The Agreement uses the teacher career path for the salary structure – possibly making Sierra Leone the first country in Africa that structured the salary of its teaching force in accordance with the career path introduced by the African Union Commission (2019a) Framework of Standards and Competencies. Wages and salaries for teachers are based on the four stages of the career path, namely New Teacher, Proficient, Highly Accomplished and Distinguished Teacher. It goes further to list qualifications that shall be classified in line with the career path. The basic structure of the career path is presented in Table 4.2.

Table 4.2: Criteria for Appointment Along the Teacher Career Path, Sierra Leone

New Teacher	Proficient Teacher	Highly Accomplished Teacher	Distinguished Teacher
0-5 years of teaching experience; All the teaching qualifications listed above.	5 years as New Teacher; 50 credits of PD; From Higher Teachers Certificate upwards; Senior Teacher, Head of Department, Deputy Head Teacher, and Head Teacher.	5 years as Proficient Teacher; 50 credits of PD; First degree upwards; Senior Teacher, Head of Department, Deputy Head Teacher, Head Teacher, Vice Principal, and Principal.	5 years as Accomplished Teacher; 50 credits of PD; First degree upwards; Deputy Head Teacher, Head Teacher, Vice Principal, and Principal.

Source: Sierra Leone (2022).

The Agreement covers a wide range of topics, including those of professional autonomy and advancement in the career path. A wide range of topics are covered in the agreement, but it is noteworthy that the Agreement affirms that teachers *“have individual professional autonomy in determining the appropriate method of instruction, and in the planning, presentation, and evaluation of course materials in their general work assignment consistent with the course of studies that may be prescribed”* (Sierra Leone, 2022). The Agreement commits to continuing commensurate promotion of staff in accordance with the Professional Standards for Teachers and other Teacher Development and Performance policies. It states that additional qualifications will be recognized for the purpose of promotion, as well as performance in line with the Professional Standards and accrued professional development credits obtained through approved trainings, courses, and classroom observation.

The Agreement makes extensive provisions for performance assessments and the evaluation of teachers and school leaders, indicating clearly that these will be aligned with the Professional Standards, Career Path and requirements for years of experience and professional development credits. It asserts that performance assessment will promote best practices and best possible services to students while also fostering positive professional relations among educators. It further prescribes that evaluation shall be *“formative and summative to the fullest extent possible.”* An interesting provision is that a teacher who feels that her/his performance is “above standard” but has not been promoted shall have a right to write a formal complaint to the TSC. S/he will then be evaluated by an independent team comprising two officers from the School Quality Assurance and Resource Management Directorate and TSC, including a representative of the teacher union and one Senior Teacher from another school to be nominated by the Union. The Agreement further provides that all evaluation reports on a teacher shall be in writing; that the evaluator shall have a preliminary meeting with the teacher to be evaluated at least three months before the exercise; that the evaluation shall exclude factors over which the teacher has no control; and that feedback of the evaluation shall be given to the teacher within 24 hours after the exercise. The teacher shall have the right to complaint formally if s/he feels unfairly evaluated. It concludes that where the evaluation report shows that a teacher performed below standards, the service may be terminated.

Previous TSC policies on teacher evaluations and provisions of the Agreement have been consolidated into one document. That document, titled the *Comprehensive and Harmonized National Teacher Policies*, has been approved by the Government (Cabinet) of Sierra Leone. It contains the following policies: 1) Teacher Registration and Licensing Policy; (2) Teacher Management Policy; (3) Policy on Teacher Employee Relations; and lastly (4) Teacher Development and Performance Policy, which is the most relevant for teacher performance assessments. The TSC “Teacher Performance Appraisal Form” reveals the major steps and characteristics of the evaluation. On a scale of 1 to 5, the form rates five areas of core competencies (organization and management; innovation and strategic thinking; Leadership and decision making; Supporting and cooperating; and Maximizing and maintaining productivity). However, while the TPD Policy and Collective Agreement stated that evaluations shall rely on the Professional Standards, especially the competencies specified for each career path, the Performance Appraisal Form is not designed along the Standards, career path, and competencies. Therefore, there is still a need to align the performance appraisal system with these standards (by having a scale that assesses teachers across all the Professional Standards and specified competencies based on his or her career stage).

The Agreement lays out procedures to follow in resolving disputes and grievances between the teachers and employer or the school authority. Disputes may relate to: (i) the terms and conditions of employment including remuneration; (ii) the engagement of teachers; (iii) the times at which, or the conditions under which any work is, or is not performed; (iv) the demotion, suspension or imposition of any other penalty or discipline of an employee; (v) the termination of any agreement by which work is to be performed; (vi) grievances or complaints of employees with respect to their employment; and (vii) the machinery for negotiating these matters and settle grievances or work-related dispute. The grievance procedure prescribed in the Agreement includes as a first step the School Representative of the Teachers Union handling the matter with the School Disciplinary Committee. If this fails, the matter is transmitted to the School Management Committee (for primary schools) or the Board of Governors (for secondary schools) to handle with the School Representative of the Union. Higher levels that may take over the case if it fails at the school level are the TSC District Officer, then the TSC Headquarters. If that fails, the matter goes to the Ministry of Labor, and beyond the Commissioner of Labor refers the matter to the Industrial Court.

The Agreement also covers a range of other topics, including disciplinary action and the role of the Teaching Service Trade Group Negotiating Council. On disciplinary action, the aim to be taken as a corrective rather than punitive action. However, criminal cases will be handled in line with national laws and regulations of the state. The Agreement also includes an appendix on the Teaching Service Trade Group Negotiating Council. The Council comprises representative of the Government cutting across the Ministry of Basic and Senior Secondary Education, Ministry of Finance, Office of the President, Local Government Finance Department, and the Teaching Service Commission on the one hand, and the Teachers’ Union on the other. The Council meets at least twice a year with the aim to ensure industrial relations harmony between teachers and employers. Overall, before the Collective Agreement, the Teacher-Employer Relations of the Teaching Service Commission has recorded progress in conscientizing the teaching force regarding best practices in worker-employer relations. This effort was backed up with the development of the *Policy Guidelines on Teacher-Employer Relations* and *Revised Teachers Code of Conduct* (Teaching Service Commission, 2021) which define the rights and obligations of the employer and teachers. It also developed a *Teacher Complaints and Arbitration Management* software. The implication of the new developments is that the combination of the Collective Agreement and these existing mechanisms should make future resolution of disputes and conflicts within the teaching force easier.

As for awards, Sierra Leone launched a Presidential National Best Teachers Award organized by TSC with the Ministry of Basic Education. The award carries the authority of the President and is a high-level

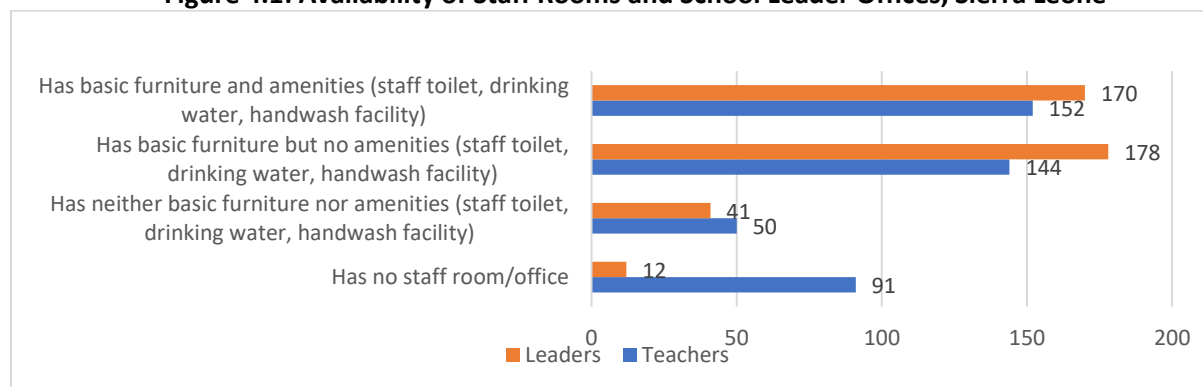
celebration. The first edition was held in 2021 (Conteh, 2021) while the second in 2022 was part of the World Teachers Day celebration, though held on a different date. The award was introduced as part of the 2018 Manifesto of the President, Brigadier (Rtd) Julius Maada Bio, as a Presidential candidate of the Sierra Leone People's Party (Kamara, 2022). It recognizes teachers at both the district and national levels.

An important feature of the Award is that it is founded, among other criteria, on the teachers' performance in the areas of Knowledge, Practice and Engagement as defined by the Sierra Leone Professional Standards and Competencies for Teachers and School Leaders. This again demonstrates how TSC has mainstreamed the Professional Standards and Competencies into many teacher issues in the country, as done also in the 2022 Collective Agreement by using the teacher career structure as the actual salary structure and adopting the provisions of the career path policy as the basis for promoting teachers.

Teachers and school leaders were asked questions in the online surveys on a range of factors that may affect working conditions as well as their overall job satisfaction and perception of their status. Figure 4.1 provides data on whether the staff rooms and offices used by teachers and school leaders have basic amenities, while Figure 4.2 looks at the overall appreciation of the work environment. Most teachers and school leaders assess these facilities as good, but not great, and while staff rooms have some basic amenities, this is not always the case. Another question (Figure 4.3) pertains to working relationships in schools, with positive perceptions as most teachers and school leaders describe them as excellent or good.

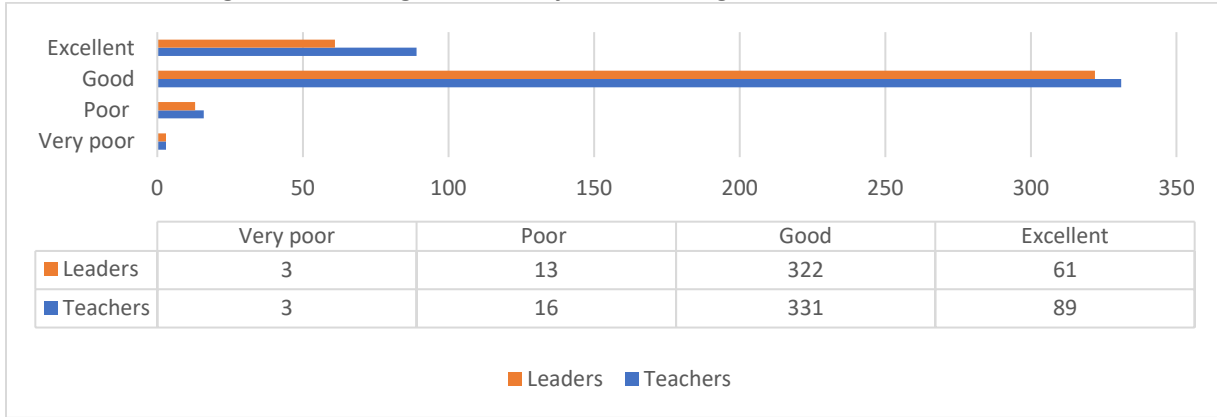
This does not imply however that teachers and school leaders have high levels of job satisfaction. In many countries, teachers, and to a lower extent school leaders, tend not to be highly satisfied with their job. This is also the case in Sierra Leone. As shown in Figure 4.4, on a scale from 1 to 5, teachers rate their social status similarly (average value of 3.37 for teachers and 3.34 for school leaders. Similarly, the ratings for job satisfaction by teachers (average value of 3.05) are similar to those for school leaders (average value of 3.3, slightly higher which is not surprising given better pay and more autonomy and authority).

Figure 4.1: Availability of Staff Rooms and School Leader Offices, Sierra Leone



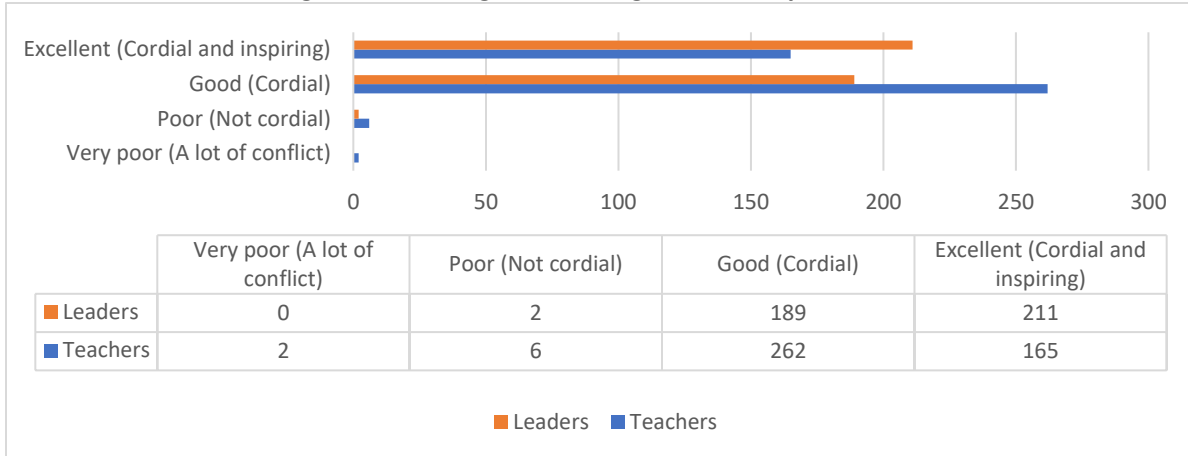
Source: Authors' estimation from online surveys.

Figure 4.2: Ratings for the Physical Working Environment, Sierra Leone



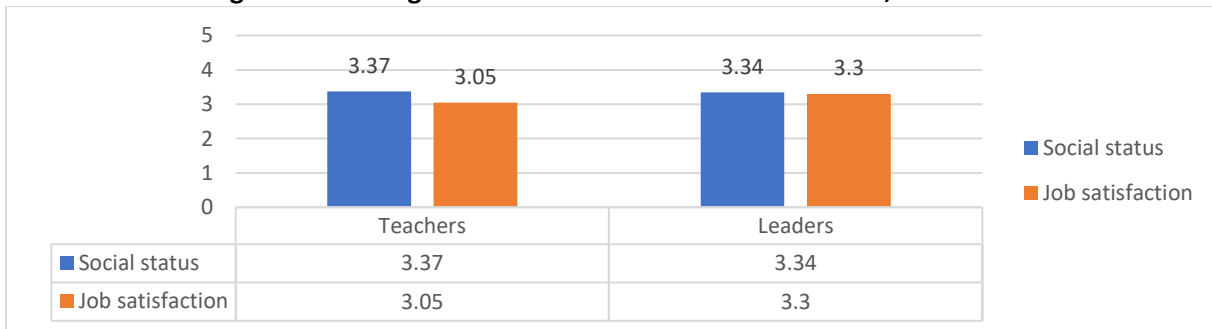
Source: Authors' estimation from online surveys.

Figure 4.3: Rating for Working Relationships, Sierra Leone



Source: Authors' estimation from online surveys.

Figure 4.4: Ratings for Social Status and Job Satisfaction, Sierra Leone



Source: Authors' estimation from online surveys.

The relatively low levels of job satisfaction may be due in part to the level of salaries, but possibly also to issues with the timing of payment of those salaries. Table 4.3 suggests that while most teachers and especially school leaders receive their salaries in time, this is not always the case. Similarly, most teachers and school leaders indicate that they are paid their salary in full, there are exceptions. On whether there are teacher awards or recognition programs at the school level, less than half of teachers answer in the

affirmative (the question was not asked to school leaders). By contrast most teachers and school leaders are aware of national awards recognizing teachers. Still, about one in five teachers and school leaders seem unaware of the existence of the Presidential National Best Teacher Awards created in 2021.

Table 4.3: Payment of Salary and Other Issues, Sierra Leone

Questions	Teachers			Leaders		
	Yes	No	Total	Yes	No	Total
Are you paid your salary monthly when due?	328	107	435	364	37	401
Are you always paid your salary in full or sometimes is it in part?	334	85	419	351	46	397
Is there a teacher award or other programs to recognise teacher performance organised at your school's level?	197	238	435	N/A	N/A	N/A
Is there a teacher award or other programs to recognise teacher performance at the national level? Is there an award or other ceremonies to recognise high-performing head teachers?	353	87	440	327	74	401

Source: Authors' estimation from online surveys.

Case study for The Gambia

Teachers in public basic and senior secondary education are government employees bound by the civil service rules and conditions of service. Their terms and conditions of employment are regulated by the *Public Service Act* (Republic of The Gambia, 1991) and policies of the Republic of The Gambia Personnel Management Office such as the *Personnel Procedures Manual* (2009), *The Code of Conduct for the Civil Service of The Gambia* (2013a), *Public Service Commission Regulations* (2013b), *The General Orders for the Public Service of The Gambia* (2013c), and regulations put in place by MoBSE, for instance, *The Gambia Civil Service: Scheme of Service Teachers Cadre* (The Republic of The Gambia Department of State for Basic and Secondary Education, 2004). The role of these policies in regulating the teaching profession has earlier been discussed under Chapter 2 on professional standards and competencies.

The *Public Service Act* give the President substantial authority on the public service, including for recruitment and conditions of service. The power is then devolved to the Personnel Management Office and the relevant Ministries. The Policies and Orders issued by the Personnel Management Office defines the rights and obligations of the employees as well as government. For instance, the Personnel Management Procedures ensure “*the standardization of human resource policies and procedures*” in order to accomplish the following: (i) providing a uniform system of human resource administration throughout the civil service; (ii) assisting managers in the development of sound management practices and procedures, and making effective and consistent use of human resources policies throughout the civil service; (iii) promoting effective communication among managers, supervisors and employees; and (iv) ensuring, protecting, and clarifying the rights and responsibilities of both the employer and employees (Republic of The Gambia Personnel Management Office, 2009). Also relevant is the code of conduct.

The *Public Service Commission Regulations* empowers the Public Service Commission to handle all appointments, promotions, transfers, terminations, and related matters in the service. *The General Orders* provides details for appointments, promotions, resignations, and retirement; general conduct and discipline, leave and passages, transport and travelling entitlements, and scholarships and training. Other provisions deal with matters such as attachments and official visits, medical and dental treatment, and so forth. These rules pertain to all public servants. However, *The Gambia Civil Service: Scheme of Service Teachers Cadre* makes additional provisions that are specific to teachers. The Scheme states that its objectives are the promotion of professionalism in teaching; the implementation of educational standards; the attraction of quality candidates to the teaching service; the promotion of uniform

standards and quality of work across the teachers' cadre; and the prescription of realistic qualifications (academic, training and promotion criteria) to maintain professional standards. The Scheme categorizes schools (see Table 4.4) for determining the cadre and salary grade levels in the schools.

Table 4.4: Three Categories of the Lower Basic/Basic Cycle Schools, The Gambia

Category	No. of Streams	No. of Classes	Approximate Enrolment
Class A	1 or 2	6 to 12	240 to 480
Class B	3 or 4	18 or 24	720 to 960
Class C	5 and 6	30 to 40	1200 to 2500

Source: The Republic of The Gambia Department of State for Basic and Secondary Education (2004).

The cadre remains roughly the same for all teachers but with slight differences in salary grade depending on the category or the school they are with. By way of illustration, the cadre for the Lower Basic School teachers is depicted in Table 4.5 (the CPD framework has adopted this cadre as the teacher career path/stage). On career progression, the Scheme clearly states that promotion will depend on (1) the existence of a vacancy in the higher grade; and (2) the decision of the Public Service Commission regarding the suitability of an officer for promotion. While this provides a career path, it does not conform to the guidance provided by the African Union Commission (2019a) Framework on teacher careers.

Table 4.5: The Teachers' Cadre in a Lower Basic School (Class A), The Gambia

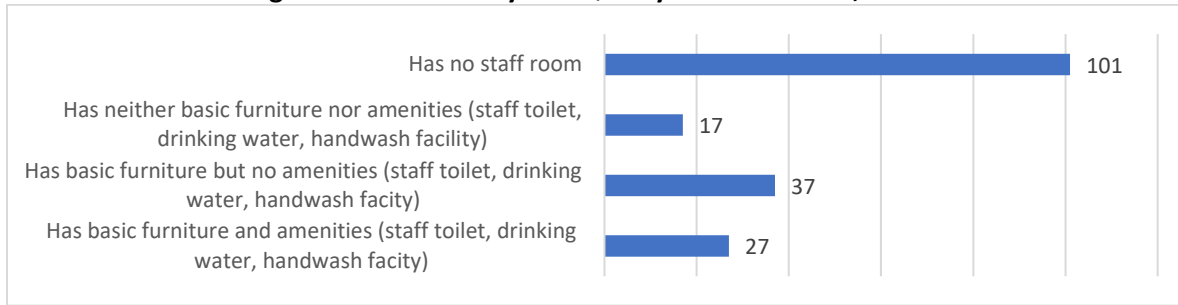
Title	Grade
Headmaster	8
Deputy Headmaster	7 (upper half of scale)
Senior Master	7 (Lower half of scale)
Qualified Teacher	6
Unqualified Teacher	1

Source: The Republic of The Gambia Department of State for Basic and Secondary Education (2004).

While many Governments and regional entities have introduced Best Teacher Awards to recognize outstanding teachers, this has not yet been done in The Gambia. As mentioned earlier, teacher awards can raise the appreciation of teachers in society while demonstrating that hard work pays. The impact of such recognition is hard to measure, but it may boost confidence in the value of the teaching profession and inspire teachers. In The Gambia however, no Best Teacher Awards have been implemented yet, while this has been done through Presidential Awards in several Anglophone West African countries.

As in Sierra Leone, teachers were asked questions in the online survey on a range of factors that may affect working conditions as well as their overall job satisfaction and perception of their status. Figure 4.5 provides data on whether staff rooms used by teachers have basic amenities. Most teachers note that there are no staff rooms in their school, and when there is a staff room, it may not have basic amenities. This said, most teachers still rate their physical working environment are good or excellent (Table 4.6). In addition, working relationships in schools between teachers and their supervisors also appear to be good.

Figure 4.5: Availability and Quality of Staff Rooms, The Gambia



Source: Authors' estimation from online survey.

Table 4.6: Physical Working Conditions and Relationships with Supervisors, The Gambia

	Teachers
Physical working conditions at school?	
Excellent	34
Good	100
Poor	24
Very poor	23
Total	181
Relationships with superiors/supervisor(s)?	
Excellent (Cordial and inspiring)	80
Good (Cordial)	94
Poor (Not cordial)	6
Very poor (a lot of conflict)	1
Total	181

Source: Authors' estimation from online survey.

This does not imply however that teachers have high levels of job satisfaction or perceive that their profession has a high social status. As shown in Figure 4.6, on a scale from 1 to 5, teachers rate their social status at an average value of 3.5 and their job satisfaction at an average value of 3.2. These values are similar to those for Sierra Leone. The relatively low levels of job satisfaction may be due in part to the level of salaries, but possibly also to issues with the timing of payment of those salaries. Table 4.7 suggests that while most teachers receive their salaries in time, there are a few exceptions. Similarly, most teachers indicate that they are paid their salary in full, this is not always the case. On whether there are teacher awards or recognition programs at the school level, only a third of teachers answer in the affirmative, and the same is true for potential awards at the national level (although as mentioned earlier, The Gambia does not have such awards). Asked how they accessed their monthly salary, teachers mentioned their Teachers' Credit Union first, and commercial banks next.

Figure 4.6: Ratings for Social Status and Job Satisfaction, The Gambia



Source: Authors' estimation from online survey.

Table 4.7: Payment of Salary and Other Issues, The Gambia

Questions	Teachers		
	Yes	No	Total
Are you paid your salary monthly when due?	174	8	182
Are you always paid your salary in full or sometimes is it in part?	157	25	182
Is there a teacher award or other programs to recognise teacher performance organised at your school's level?	62	119	181
Is there a teacher award or other programs to recognise teacher performance at the national level? Is there an award or other ceremonies to recognise high-performing head teachers?	64	115	179

Source: Authors' estimation from online survey.

Summing up

At the sub-regional level, using a household survey for WAEMU countries, this chapter provided a profile of the salaries, benefits, and levels of poverty among teachers. Among the main results, we can note (1) higher annual salaries and other benefits in public schools than in private schools; (2) correspondingly, a higher proportion of teachers in poverty for teachers in the private sector than in the public sector; (3) a lack of medical coverage in the event of an illness or injury that requires medical care; (4) nevertheless a high position of teachers located in the top quintile of well-being compared to the population as a whole; and (5) a more modern financial profile for teachers in the public than private sector. Data from an online survey of Ministry of Education and other officials suggests that the teaching profession is not well perceived in terms of its social status, with job satisfaction likely to be low for many teachers. This is confirmed from data from teacher surveys in Sierra Leone and the Gambia.

In Sierra Leone, a focus was placed on the Collective Agreement signed by TSC and the Teacher Union, which is a step forward to strengthen professional standards and competencies. The National Framework of Standards and Competencies and the sixteen-page Collective Agreement are two important documents that define the working life of teachers and school leaders in Sierra Leone. The Agreement is a good practice in teacher-employer relationships. Other policy documents continue to matter, including the *Human Relations Manual* and *National Teaching Policy*. But the Professional Standards and Competencies and Collective Agreement are now the most definitive statements of what a teacher or school leader should know and do, how to behave and what to expect in terms of reward, sanctions, retirement, and general benefits. The fact that these various documents are aligned to a clear career path for teachers and school leaders is a major step forward. Another positive development is the explicit role of the Teaching Service Trade Group Negotiating Council in promoting harmony in labor relations between employers and the union. At the same time, a range of issues remain for teachers and school leaders. Teacher performance evaluations still appear to follow the traditional pattern of superiors filling up annual performance reports and recommending for promotion, not necessarily taking into account CPD credits for example. The Presidential Teacher Awards have been instituted in 2021 to recognize some of the Best Teachers at the district and national levels, but some teachers and school leaders still do not know about these awards. In terms of their working environment, while most teachers and school leaders assess it as good, in many schools staffrooms and offices still do not have basic amenities. Working relations are generally good among colleagues and should be sustained. But while in the main, salaries are paid as and when due and completely, some teachers indicate that their salaries are paid only in part or late. Overall, teachers and school leaders rate their social status and job satisfaction as average only, rather than good.

In The Gambia, on working conditions for teachers and school leaders, improvements should also be considered. Teachers in public basic and senior secondary education are government employees bound

by the civil service rules and conditions of service. Policies and Orders issued by the Personnel Management Office define the rights and obligations of employees as well as government. The *Public Service Commission Regulations* empowers the Public Service Commission to handle all appointments, promotions, transfers, terminations, and related matters in the service. However, *The Gambia Civil Service: Scheme of Service Teachers Cadre* makes additional provisions that are specific to teachers. Many of the recommendations related to strengthening the career path for teachers are relevant for their working conditions. In addition, while many Governments and regional entities have introduced Best Teacher Awards to recognize outstanding teachers, this has not yet been done in The Gambia. In many countries teachers tend not to be highly satisfied with their job. This is also the case in The Gambia. Teachers were asked questions in the online survey on a range of factors that may affect working conditions as well as their overall job satisfaction and perception of their status. On a scale from 1 to 5, teachers rate their social status at an average value of 3.5 and their job satisfaction at an average value of 3.2. The relatively low levels of job satisfaction may be due in part to the level of salaries, but possibly also to issues with the timing of payment of those salaries. Half of the teachers that responded to the survey stated that their school did not have staff rooms, and when they are available, they may lack amenities. On the other hand, almost all teachers described the relationships with their supervisors as good or excellent, a positive sign.

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ANNEXES

ANNEX 1: KEY FINDINGS AND ASSOCIATED RECOMMENDATIONS

This annex provides key findings and recommendations based on the analysis for West Africa. It also reproduces the findings and recommendations from the separate situational analyses for Sierra Leone and The Gambia.

Part 1: Key Findings and Recommendations for the West Africa Analysis

<u>Key Finding 1:</u> There is a lack of familiarity with international frameworks.	Most officials of Ministries of Education (MoEs) and other key agencies in West African countries that responded to the online survey are not familiar with international frameworks of standards and competencies.
Recommendation	Work is needed jointly with the African Union Commission, Education International, and country officials to sensitize MoEs and other agencies about international frameworks.
<u>Key Finding 2:</u> There is a consensus that teaching is a profession but few laws professionalizing teaching.	All the 12 respondents in the online survey stated their belief that teaching is a profession, and 10 out of 12 stated that their countries have policies that emphasize teaching standards and competencies, but few countries have formal laws professionalizing teaching.
Recommendation	All countries have the necessary foundation to establish teaching standards and competencies. Countries should leverage these to enact laws to professionalize teaching and establish a professional regulatory authority, if not done yet.
<u>Key Finding 3:</u> Most countries have standards, but only Nigeria and Sierra Leone are aligned with international frameworks.	Of the 12 respondents, 9 stated that their countries have national standards for teachers, and 8 indicated that they have national standards for school leaders. However, only Nigeria and Sierra Leone have standards that are fashioned after international frameworks.
Recommendation	All countries should fully develop and implement their national frameworks of teaching standards and align them with the international frameworks.
<u>Key Finding 4:</u> Countries are at different stages of development of standards, but few indicate that their standards are complete.	With respect to standards for teachers, The Gambia and Cote d'Ivoire are at the preliminary stage; Benin is at advanced stage; and Nigeria, Burkina Faso, Sierra Leone, and Liberia have completed theirs. For school leaders, Benin and Senegal have not started; Burkina Faso, The Gambia, and Cote d'Ivoire are at the preliminary stage; Nigeria, Sierra Leone, and Liberia have completed theirs.
Recommendation	While countries are at different stages of the development and implementation of national standards, all should prioritize this work and catch up with West African countries like Nigeria and Sierra Leone that have completed theirs.
<u>Key Finding 5:</u> Domains for standards are often not aligned with international frameworks.	The standards in the African Union Commission framework include five domains for teachers and seven for school leaders, but standards at the country level, while sensible, often differ from those.
Recommendation	For harmonization and interoperability across national boundaries, the domains and sub-domains of national frameworks should align with the referential framework issued by the African Union Commission so that countries have common overriding concepts, principles, and approaches, while still allowing for context-specific approaches or measures at the country level.
<u>Key Finding 6:</u> Career paths are also not aligned with the international frameworks.	Only Nigeria and Sierra Leone have standards fully aligned with international frameworks including for terminologies and career paths.
Recommendation	Career paths differ from the public salary structure - career path stages, concepts and policies should ideally align with international frameworks.

<u>Key Finding 7:</u> Only two countries have established a professional regulatory authority for the profession.	The African Union Commission <i>Guidelines on the Teaching Profession</i> encourages Member States to legalize teaching as a profession and establish a professional regulatory authority which is separate from MoEs. This has not been done in all the countries except Nigeria and Sierra Leone.
Recommendation	Countries that have yet to establish their professional regulatory authority should consider doing so as recommended by international frameworks.
<u>Key Finding 8:</u> Most countries have not yet tested, registered, and licensed teachers and school leaders.	The hallmark of any profession is to professionally examine the competence of individuals who complete required training and based on the outcome, register and license those found worthy. This is not yet the case in most countries, with the exceptions of Nigeria and Sierra Leone to different degrees.
Recommendation	Countries should take step towards testing, registration and licensing of teachers and school leaders as recommended by international frameworks.
<u>Key Finding 9:</u> The minimum qualification is one- or two-year teacher education programs in most countries.	Only Nigeria has a three-year teacher education program as minimum teaching qualification. One- or two-year programs are insufficient for teachers and school leaders to attain the standards and competencies expected of them. International frameworks call for a Bachelor's or Post Graduate Diplomas.
Recommendation	While countries cannot require Bachelor's degrees currently given teacher shortages, teacher education should consists of tat least three years of training.
<u>Key Finding 10:</u> The number of credits at 'O' level required for teaching is either nil or one for most countries.	Côte d'Ivoire, Liberia, Benin, Burkina Faso indicate that credits are not compulsory; Sierra Leone requires 3 credits, Gambia four, and Nigeria five. A teacher education program of short duration with little or no requirements for credits may fail to provide sufficient teaching standards and competencies.
Recommendation	Entry requirements should be enhanced to reflect the increasing level of proficiency anticipated by international framework of teaching standards.
<u>Key Finding 11:</u> Most teachers hold a two-year certificate.	Burkina Faso, Gambia, Sierra Leone, Cote d'Ivoire, Benin all indicate that the commonest qualification in their basic education system is a two-year Teachers' Certificate. Nigeria and Liberia indicated a three-year Nigerian Certificate of Education/Teachers' Certificate. Sierra Leone absented.
Recommendation	The dominance of the two-year "Teachers' Certificate" should progressively give way to a minimum of three years of training for new teachers.
<u>Key Finding 12:</u> Though most countries claim that teacher education is accredited, this is not always the case.	Country officials state they have a National Higher Education agency with the mandate of accrediting higher education, including teacher education. However, this is not supported by data from national situation analyses in Sierra Leone and Gambia and interviews with officials from selected other countries.
Recommendation	Except in Nigeria which has clear accreditation mechanisms, strengthening accreditation of teacher education programs should be a priority.
<u>Key Finding 13:</u> Perceptions of teacher shortages differ, but data point to shortages.	Half of respondents in the online survey of officials indicated no major teacher shortages while the other half suggested shortages for various reasons.
Recommendation	Teacher shortages are a reality in most of West Africa and may become more acute, hence context-specific measures to address them are required.
<u>Key Finding 14:</u> Most teachers are on public payroll.	While estimates of the share of teachers in public schools differ between countries, in most countries a majority of teachers is on public payroll.
Recommendation	Governments should ensure sufficient funding for education, including for quality pre-service teacher education, CPD, and good working conditions.
<u>Key Finding 15:</u> A large share of basic education teachers are considered unqualified.	For many countries, the share of unqualified teachers in basic education is large, weakening the quality of the education provided to students as well as progress towards national professional standards and competencies.
Recommendation	Strategies are needed to train unqualified teachers, requiring flexible qualification programs within a period of grace for teacher upgrading announced by governments after consultation with key stakeholders.

<u>Key Finding 16:</u> Similarly, many secondary education teachers are unqualified.	As for basic education, the share of unqualified teachers in basic education is large, weakening the quality of the education provided to students as well as progress towards national professional standards and competencies.
Recommendation	As for basic education, there is a need to train unqualified teachers, requiring flexible qualification programs within a period of grace for teacher upgrading announced by governments after consultation with key stakeholders.
<u>Key Finding 17:</u> Pupil-Teacher Ratios and Pupil-Qualified Teacher Ratios are often high.	The -Teacher Ratios (PTRs) and Pupil-Qualified Teacher Ratios (PQTRs) are often high, well above 50 in several countries. These high ratios are not conducive to quality learning in the classroom.
Recommendation	In countries with well-performing education systems, PQTRs are typically below 25. Governments should consider options to reduce PTQRs, albeit taking budget constraints into consideration.
<u>Key Finding 18:</u> Pass rates in basic and secondary education are not high.	SSSCE records lower pass rates than BECE (it is usually an international examination which enforces international minimum standards). Therefore, the SSSCE is an important yardstick for student’s learning. Based on the data, there is need to enhance student performance in the SSSCE and even in the BECE.
Recommendation	Low pass rates call for measures to improve instruction and student success to improve admission into good higher institutions and programs.
<u>Key Finding 19:</u> Most countries have a CPD framework, but without credits for promotion.	Though countries have national CPD frameworks, data from the national situation analysis and interviews suggest that the frameworks are not fully developed nor aligned with the international frameworks; participation in CPD also does not yield credits that count towards the professional career path.
Recommendation	National CPD frameworks must be fully developed and ideally aligned with international frameworks. CPD should also count towards promotions.
<u>Key Finding 20:</u> CPD lies with MoEs except in countries with regulatory agencies.	Ideally countries should have professional regulatory agencies in charge of CPD with oversight by MoEs to ensure that CPD meets existing teacher needs.
Recommendation	International best practices suggest that the coordination of CPD is best handled by the professional regulatory agency rather than the Ministry.
<u>Key Finding 21:</u> Most teachers receive very little CPD.	Half of respondents to the online survey of officials indicated that only 1-20% of teachers benefit from CPD in three years. Even in other countries most teachers do not have access to CPD for several years.
Recommendation	Opportunities for CPD should expanded, with a focus on practice-oriented training – this requires funding, planning and implementation capacity.
<u>Key Finding 22:</u> School leadership training programs remain rare and limited.	Programs seem to exist in half of the countries but except for The Gambia that launched a leadership training for basic education, opportunities for school leadership training are limited in other countries.
Recommendation	International frameworks call for mandatory leadership training with the Africa Federation of Teaching Regulatory Authorities considering launching an international school leadership licensure examination.
<u>Key Finding 23:</u> Teacher social status and job satisfaction levels are rated as low.	The teaching profession is not seen as sufficiently attractive. This aligns with data from situation analyses and interviews for Sierra Leone and The Gambia.
Recommendation	Government and stakeholders should address issues related to social status and job satisfaction among teachers and school leaders, including through better teaching standards, teacher education, and working conditions.
<u>Key Finding 24:</u> Only some countries organize Annual National Best Teacher Award	While some countries celebrate their best teachers through national awards, others do not – examples from the African Union Commission or countries such as Ghana, Nigeria, or Sierra Leone could be followed by other countries.
Recommendation	Annual National Best Teacher Awards are recommended to showcase publicly appreciation for the role of teachers and encourage excellence in teaching.

<u>Key Finding 25:</u> ECOWAS does not track professional standards and competencies.	ECOWAS does not currently have the ability to help its member states develop, maintain, and supply comprehensive and up-to-date data on professional standards and competencies for teachers and school leaders.
Recommendation	Support to regional economic entities should be provided for advocacy, monitoring, and evaluation of professional standards and competencies.
<u>Key Finding 26:</u> ECOWAS does not have a separate framework of teaching standards and competencies.	ECOWAS supports the framework of teaching standards issued by the African Union Commission and does not intend to develop a different framework.
Recommendation	It is best for ECOWAS to adopt and promote existing continental frameworks from the African Union than to create different frameworks for West Africa.
<u>Key Finding 27:</u> ECOWAS has referential frameworks that support a common framework of teaching standards and competencies.	ECOWAS frameworks include the ECOWAS Protocol on Education and Training (2003); the <i>ECOWAS Report of a Feasibility Study on the Equivalence of Certificates</i> (2010); the <i>Framework for the Harmonisation of Basic Education in the ECOWAS</i> (2017); and the <i>ECOWAS Technical and Vocational Education and Training (TVET) Strategy for Skills Improvement and Employability</i> (2017).
Recommendation	Since ECOWAS is supportive of the harmonization of the education policies and practices in the region, its referential frameworks should be implemented along with the international frameworks on teaching standards and competencies issued by the African Union Commission.
<u>Key Finding 28:</u> Getting member states to respond to surveys remains a challenge.	Quite a bit of effort was required to get appropriate officials from MoEs to participate in the online survey for the study and not all countries did so.
Recommendation	Even if MoE officials have busy schedules, advocacy from regional, continental, and global authorities is needed on the importance to collecting policy data.
<u>Key Finding 29:</u> Only a few countries in West Africa belong to continental and global coalition of authorities that regulate teaching.	Nigeria, Sierra Leone, Ghana, and Burkina Faso are members of AFTRA, the regional federation of MoEs and national agencies for regulation of teaching. Through AFTRA, they also belong to the International Forum of Teaching Regulatory Authorities (IFTRA). Membership in these federations provides opportunities for sharing experiences and good practices.
Recommendation	Membership of AFTRA and IFTRA is encouraged for MoEs and national agencies regulating teaching in line with international best practices and frameworks.

Source: Compiled by the authors.

Part 2: Key Findings and Recommendations for Sierra Leone

<u>Key Finding 1:</u> Regulation of teaching in the country has a strong legal foundation.	Sierra Leone has laid a strong legal foundation for professional standards and competencies for teachers and school leaders. This is evidenced in provisions of the Constitution, various laws and the Teaching Service Commission Act of 2011.
Recommendation	This strong legal foundation should be strengthened by reviewing the relevant Acts, especially the TSC Act to empower the agency based on recommendations in this report and the 2018 Situation Analysis of the Teaching Profession.
<u>Key Finding 2:</u> TSC is solidly established to regulate teaching in the country.	TSC has been solidly established and operationalized as the regulatory authority for the teaching profession in Sierra Leone.
Recommendation	TSC should intensify the operationalization of all its mandates and deepen the networks, goodwill, and support it currently enjoys nationally.
<u>Key Finding 3:</u> TSC has international recognition as a regulatory authority.	TSC is a frontline member of the African continental intergovernmental body of regulators, the Africa Federation of Teaching Regulatory Authorities, and the global body, the International Forum of Teaching Regulatory Authorities.

Recommendation	TSC should sustain its membership in the African continental and global bodies of regulators to benefit from exchange of best practices and entering into agreements that promote the recognition of Sierra Leonean teachers abroad.
<u>Key Finding 4:</u> TSC has developed a framework of national professional standards & competencies.	TSC had developed the National Professional Standards and Competencies for Teachers and School Leaders since 2017 and mainstreamed it into policy documents. It has re-designed the salary structure and grade level of teachers to match the four career stages prescribed its National Standards.
Recommendation	TSC's most critical task now is to implement the standards and competencies and associated National Teacher Policies. This requires political will and support from MoBSSE, MTHE, and other stakeholders and development partners.
<u>Key Finding 5:</u> TSC's framework of professional standards & competencies is aligned with continental and global frameworks.	The National Professional Standards and Competencies for Teachers and School Leaders are aligned with the African Union Commission's (2019) Framework of Standards and Competencies for the Teaching Profession and the UNESCO and EI (2019) <i>Global Framework of Professional Teaching Standards</i> .
Recommendation	It is commendable that the Standards and Competencies align with continental and global frameworks. TSC should sustain this alignment and consistency in all the relevant aspects of the implementation of the Standards and Competencies.
<u>Key Finding 6:</u> TSC lacks funding to execute its professional mandates.	Budgetary provisions for TSC from government are inadequate, which makes it a necessity to rely heavily on donor agencies, whose support may be limited and ad-hoc (priorities may not always be aligned).
Recommendation	TSC requires increased funding from government and continued support from critical stakeholders including donor agencies and development partners.
<u>Key Finding 7:</u> TSC has a shortage of professional operations staff.	TSC has a shortage of staff at Headquarters, but even more so at its 16 District Offices (each office has only two staff – a District Director and an Assistant). Therefore, performing all regulatory mandates is largely an impossible task.
Recommendation	Funding should be provided to increase operational staff at both Headquarters and district offices. Ideally district offices should be able to have four staff.
<u>Key Finding 8:</u> TSC falls short of the required level of digitization of its work.	TSC's operations are far from being fully digitized. Teacher licensing examination should be Computer Based Testing (CBT) but infrastructure and funds to do this are available. Teacher registration and licensing also needs to be digitalized.
Recommendation	Regulating a large body of professionals and having to perform a multiplicity of operations cannot succeed manually. TSC and funding agencies should work towards building adequate ICT infrastructure as well as building the capacity of staff and teachers to take the full benefit of digital operations.
<u>Key Finding 9:</u> There is awareness & endorsement of professional standards and competencies.	Teachers and school leaders have a high level of awareness, knowledge and endorsement of the Professional Standards and Competencies. Almost unanimously, they see teaching and school leadership as a profession.
Recommendation	Teachers and school leaders demonstrate a high level of understanding and acceptance of the professional standards and competencies. TSC should therefore waste no time in fully implementing the standards and competencies.
<u>Key Finding 10:</u> Regulatory and quality assurance frameworks for pre-service education remain weak.	None of the regulatory agencies have accredited any teacher education program in many years. There is no nationally approved and published curricular framework for teacher education programs. Each teacher education institution designs and runs its own program. Some other international best practices, like external examiners moderating examinations and results, etc. are lacking.
Recommendation	Regulatory agencies for teacher education, especially NCTVA and TEC, should implement their mandates for better quality assurance of teacher education. Fortunately, the Universities Act 2005 has been reviewed in 2021 to strengthen its powers to regulate tertiary (inclusive of teacher) education. TSC needs to be empowered legally to have a counter-balancing authority to assure the quality

	of teacher education: it should have a concurrent authority as the NCTVA and TEC to accredit teacher education and enter into dialogue with other regulators.
<u>Key Finding 11:</u> Teacher Certificate is the dominant qualification for teachers.	The dominant teacher qualification in the school system is the Teachers Certificate, a qualification that is no longer sufficient in the 21 st century.
Recommendation	TSC in liaison with MBSSE, MTHE, NCTVA, TEC, SLTU, and other stakeholders should re-invent the Teachers' Certificate program or scrap it. At least a three-year teacher education program whose quality is sufficient should be required (given that requiring a B.Ed. is not likely to be feasible in the medium term).
<u>Key Finding 12:</u> Many teachers are "UUs"	Over 40% of teachers are classified as "untrained and unqualified" (UUs), but many are not on the government payroll, so that TSC has limited jurisdiction.
Recommendation	TSC should retrain UUs on the government payroll or plan their exit. For UUs outside of government payroll, a national summit should be held to determine the way forward with a grace period for obtaining required qualifications. The government should liaise with teacher education institutions to upgrade programs including through Open and Distance Learning so that teachers can both work and study and UUs can undergo appropriate training.
<u>Key Finding 13:</u> Teachers and school leaders need retraining in some areas.	Though teachers and school leaders believe their pre-service education prepared them adequately, they also acknowledge areas of retraining they require (e.g., teaching methodologies and professional school leadership).
Recommendation	Continuous professional development of teachers and school leaders is imperative and should focus on critical areas identified as being weak during pre-service teacher education. The areas of focus should also be informed by the outcomes of needs assessment of teachers and school leaders.
<u>Key Finding 14:</u> Lack of national framework for the regulation of CPD and inability of TSC to exert its regulatory role over CPD.	Lack of national framework for the regulation of CPD has left CPD to the discretion of funders. TSC has been unable to exert sufficient influence on CPD programs being offered, their location, or their beneficiaries. Often, it does not even have records of all trainings happening given lack of liaising with TSC.
Recommendation	TSC should lead the development of a national CPD framework which would empower it to regulate and control the CPD for teachers and school leaders as appropriate. The review of the TSC Act should strengthen the mandate of TSC as the regulator of the CPD for teachers and school leaders.
<u>Key Finding 15:</u> Government budgets are insufficient to address CPD concerns	Budgetary provisions from government for TSC's CPD programs are inadequate for launching initiatives to improve the quality of teachers. The TSC budget for teacher development comes mainly from donor partners, but donor support is limited to a select group of program activities and geographical areas.
Recommendation	Increased budgetary allocation for CPD by government is needed for better CPD. Funding should be supplemented by revenues generated through professional registration and licensing of teachers and school leaders as well as financial assistance from development partners. Donors should increase their assistance but work with TSC to determine the nature and scope of such programs.
<u>Key Finding 16:</u> There is a multiplicity of agents training teachers without effective coordination.	A multiplicity of agents training teachers using diverse and at times conflicting approaches is problematic, bringing teachers out of their classrooms too often and with a lack of targeting based on teachers' profiles and competencies.
Recommendation	A national CPD framework should be developed and TSC should be given the ability to regulate and control CPD programs.
<u>Key Finding 17:</u> CPD programs can improve the professional practice of teachers/school leaders.	CPD can boost teacher and school leadership capacity according to stakeholders and teachers/school leaders. However, there is not yet an evidence-based study or report that has proven the effectiveness of these programs.

Recommendation	TSC should serve as the clearing house for all CPD programs including for their funding, approval, coordination, documentation, and evaluation.
<u>Key Finding 18:</u> CPD is yet to count for promotion or advancement of teachers and school leaders along the career path.	In part because of the absence of a national CPD framework and a lack of coordination in CPD programs, CPD is not currently linked to the teacher career path and promotion/progression along that path. Teachers are expected to earn 50 credits units before advancing to the next stage, but the credit system is yet to be developed and no one keeps records of teacher CPD credits currently.
Recommendation	The CPD credit system has to be developed and a system for recording the credits earned must be created to link credits to the career path. A portfolio system must be designed, with capacity building to enable teachers and school leaders to develop and maintain their CPD portfolios. Means of evaluating the portfolios and linking them to advancement also have to be clearly defined.
<u>Key Finding 19:</u> There is need to promote the three key sources of CPD: publicly funded, union, and self.	There are three key sources of CPD, namely, the government, the teacher union, and the teachers themselves. No single source is sufficient to provide teachers and school leaders with all the CPD required. All three may be needed.
Recommendation	The three key sources should be promoted so that teachers and school leaders have more CPD opportunities than is the case by relying only on government. But for teachers to exploit all three sources (including investing in CPD by themselves), CPD must count towards advancement in their career.
<u>Key Finding 20:</u> Only a minority of teachers and school leaders get CPD.	A total of 24,227 participants in donor funded CPD over 2018-21 suggests that many teachers and school leaders do not benefit from CPD, especially as some teachers and school leaders may benefit from multiple CPD programs.
Recommendation	No teacher should be left behind in CPD over a period of three years. Records should be maintained to ensure that some teachers do not enjoy CPD several times while others are excluded. TSC and partners should increase efforts to reach all teachers and school leaders for every given set of CPD program.
<u>Key Finding 21:</u> The National School Leadership Program being developed is not aligned to the African continental standards.	The five core competencies of the leadership program being developed are not aligned to the seven core Standards and Competencies of the African Continental Framework. The continental Leadership Standards are also structured according to the four stages of the career path, such that each stage (New Leader, Proficient, Highly Accomplished, and Distinguished) has expected competencies.
Recommendation	TSC should consider the African Union framework for this program. This will promote international recognition and mobility of teachers while helping move Africa towards a Union of the People with free movement of people, goods and services as called for in the Africa Free Trade Agreement and AU Agenda 2063.
<u>Key Finding 22:</u> Most teachers got trained only once or twice in 3 years.	A majority of teachers attended trainings only once or twice in the last three years (considering government-sponsored, union-sponsored and self-sponsored trainings).
Recommendation	Teachers and school leaders should be sensitized and encouraged to fully utilize opportunities to attend not only government sponsored CPD but also those sponsored by the Union and themselves.
<u>Key Finding 23:</u> Most teachers and school leaders know how to use digital tools but have no official support to do so.	Most teachers and school leaders rate their capacity to use digital tools as good or higher and most own a smart phone. However, access to official computers, laptops, tablets, and the internet is limited. Teachers survive on “self-help” when it comes to access to computer and internet, especially through phones, but part of the country has limited connectivity.
Recommendation	The government, assisted by development partners should prioritize not only capacity building of teachers in educational technology, but also the provision of tablets if this is deemed affordable and training for best use is provided.
<u>Key Finding 24:</u> Teachers and leaders need CPD in teaching	For the teachers, a key demand is capacity building in teaching methodology, followed by capacity building in the use of education technologies and online

methodology and the use of technologies.	teaching and learning. For leaders, priorities are the use of educational technologies, and teaching and learning online and teaching methodology.
Recommendation	CPD should be teacher and school leader driven, meaning that CPD should reflect their needs, aspirations and opinions as to their most important needs.
<u>Key Finding 25:</u> School leaders need for CPD in school leadership is “Leading professional knowledge, practice and conduct in the school.”	In descending order, across the domains of the School Leadership Standards, leaders had the following preferences for CPD: Leading professional knowledge, practice and conduct in the school; Generation of financial resources for the school; Promotion of school improvement, innovation and change; Theories, principles and practices of management; Supporting learners’ enrolment and participation in school; and Engaging and working with the community.
Recommendation	School leaders require holistic training in all the domains of school leadership, but there is a need to acknowledge their preferences to guide offerings.
<u>Key Finding 26:</u> Schools need more teaching and learning resources and staffing and human resources.	Most teachers and leaders consider the level of supplies of teaching and learning materials and human resources in their schools to be insufficient.
Recommendation	The supply of teaching and learning resources for teachers as well as human and material resources for school leaders should be prioritized and increased to enable them to meet the desired professional standards and competencies.
<u>Key Finding 27:</u> The Education Sector Plan 2022-2026 addresses many of these concerns, but not all.	The plan considers many critical issues for the education sector, but does not cover the training, upgrading, or replacement of unqualified and untrained teachers (it covers those who are on the government payroll). It also does not cover the provision of computers or laptops and internet access to teachers and school leaders, though it made provision for investments in technology. There is also limited budget for CPD and operationalization of TSC regulatory mandates.
Recommendation	The Education Sector Plan will require increasing the country’s budget for education to international levels demanded by the African Union and UNESCO which is at least 15% of the national budget. Development partners will also need to increase their assistance in order to make the desired impact.
<u>Key Finding 28:</u> The Collective Agreement between TSC and SLTU may help the professionalization of teaching.	The Agreement is the first comprehensive collective decision about the governance of the teaching profession since TSC took over the functions of employer and regulator. It has mainstreamed Professional Standards and Competencies as well as the teacher career path, laying a solid foundation for addressing teacher working conditions and motivating teachers to perform.
Recommendation	TSC should work with the SLTU towards the full implementation of the 2022 Collective Agreement as it is a novel document that has the power to entrench the professional standards and competencies.
<u>Key Finding 29:</u> Teacher evaluation still follows the model of superiors filling up annual forms and recommending promotion.	The teacher career path provisions that include years of experience and credit units of CPD as well as competency tests or the evaluation of portfolios are yet to be implemented. These have been well captured in the national framework of Professional Standards and Competencies and mainstreamed into the national teacher policies but what is now needed is their implementation.
Recommendation	Teacher performance assessment should be aligned to the career path and other provisions of the professional standards and competencies.
<u>Key Finding 30:</u> The Teaching Service Trade Group Negotiating Council has been established.	The 2022 Collective Agreement established the Teaching Service Trade Group Negotiating Council to manage conflicts and find resolutions to matters that otherwise could result in conflicts between teachers and employers or the government. This is a useful mechanism to ensure dialogue.
Recommendation	TSC and SLTU should make the best use of the Teaching Service Trade Group Negotiating Council sustain industrial harmony within the teaching profession.

<u>Key Finding 31:</u> Teacher Awards have been instituted for Best Teacher.	The Presidential awards are being given at the district and national levels. This is an international best practice which the African Union Commission had started implementing at the continental level. It may boost teacher motivation.
Recommendation	Government should sustain the awards and further encourage districts to organize similar awards for teachers and school leaders in their jurisdictions. There should also be school level recognition of hard work which school leaders could initiate to ensure that recognition of teachers is happening locally.
<u>Key Finding 32:</u> Schools need staffrooms and offices with basic amenities.	Regarding the access to and adequacy of staffrooms and school leader offices in schools, a substantial share of respondents mention a lack of basic amenities such as toilets, drinking water, and a handwashing facility.
Recommendation	Efforts are needed to provide furniture and basic amenities. Some schools do not have staffrooms or office at all, which should be addressed.
<u>Key Finding 33:</u> Physical working conditions are good but not for all.	Regarding their physical working environment, most teachers and leaders are satisfied (“good” or “excellent” rating), but this is not universally the case as a small minority rate their working environment as “poor” or “very poor.”
Recommendation	The good physical working environment should be sustained while TSC and MBSSE should seek-out the minority who still have challenges to address them.
<u>Key Finding 34:</u> Working relations are good.	Most teachers and school leaders rate the working relations in their schools as “good” or “excellent”, which is very encouraging.
Recommendation	The working relations in the schools and between the school leaders and their supervisors are generally good and should be sustained.
<u>Key Finding 35:</u> Salaries are paid, but not always in full.	The majority of teachers and school leaders state that their salaries are paid as and when due, as well as in full, but there are exceptions.
Recommendation	Though responses are mostly positive, the challenge of those who do not receive their salary as and when due or in full must be addressed.
<u>Key Finding 36:</u> Teachers and school leaders rate their social status and job satisfaction only as fair.	The average rating for their social status by the teachers is 3.37 and for leaders it is 3.34 on a 1-5 scale. Similarly, the rating of job satisfaction by teachers is 3.05 and for leaders it is 3.3 on a 1-5 scale. These are not high ratings.
Recommendation	The implementation of the 2022 Collective Agreement and the Professional Standards and Competencies for Teachers and School Leaders should be monitored to raise the social status and job satisfaction of teachers and leaders.

Source: Compiled by the authors.

Part 3: Key Findings and Recommendations for The Gambia

<u>Key Finding 1:</u> The Gambia has not adopted international framework of professional standards and competencies.	The Gambia has not adopted international framework of professional standards and competencies such as the UNESCO and Education International (2019) <i>Global Framework of Professional Teaching Standards</i> , and the African Union Commission (2019a) <i>African Continental Framework of Standards and Competencies for the Teaching Profession (ACF-SCTP)</i> .
Recommendations	The Gambia should develop a national framework of standards and competencies for teachers and school leaders aligned with international frameworks.
<u>Key Finding 2:</u> The Gambia has not adopted the Africa Union Commission Continental Guidelines on the Teaching Profession.	The Gambia has not adopted the Africa Union Commission (2019c) <i>African Continental Guidelines on the Teaching Profession (ACGTP)</i> which requests Member States to pass a law making teaching a profession and establishing a teaching regulatory authority to regulate the profession.

Recommendations	The Gambia should work towards passing a law to legalise teaching as a profession and establishing a National Teaching Council (NTC) to regulate the profession in line with the African Union Commission recommendation.
<u>Key Finding 3:</u> The Gambia is yet to join the continental and global federations of teaching regulators.	The Gambia has not joined the Africa Federation of Teaching Regulatory Authorities (AFTRA) and the International Forum of Teaching Regulatory Authorities (IFTRA). Lack of membership implies that the country is unable to benefit from the exchange of best practices, synergy and mutual support.
Recommendations	The Gambia should join AFTRA and IFTRA to enjoy benefits that can accelerate the development of the teaching profession in the country. Membership is open to MoBSE and MoHERST as full members and the Gambia Teachers Union, Gambia College, and University of The Gambia as associate members.
<u>Key Finding 4:</u> The Gambian Education Sector Strategic Plan 2016- 2030 endorses the development of professional standards and competencies.	The Gambian Education Sector Strategic Plan 2016- 2030 endorses the development of professional standards and competencies for teachers and school leaders. One of seven areas of intervention is “Quality and Relevance” with nine “Result Areas” of which Result Areas 5 and 6 capture the thrust of the Strategic Plan in terms of the professional standards and competencies for teachers and school leaders.
Recommendations	Professional standards and competencies for teachers and school leaders endorsed by the Education Sector Strategic Plan 2016-2030 should be developed and implemented, following international frameworks.
<u>Key Finding 5:</u> The Gambia Teacher Competency Framework has merit but could be better aligned with the African Union Commission framework.	The Gambian framework created a career path for teachers and school leaders that reflects the existing salary grade of teachers (Head Teacher, Senior Teacher, Teacher, and Student Teacher). For the Senior Teacher, Teacher, and Student Teacher, the framework created three competencies. For the Head Teachers, there are four competencies. The framework has merit but could be better aligned to the African Union Commission framework.
Recommendations	MoBSE in collaboration with stakeholders should further develop its national framework of standards and competencies to align with the UNESCO/EI and African Union Commission frameworks which have further depth.
<u>Key Finding 6:</u> The Gambia Teacher Competency Framework developed in 2020 has not been published or operationalised.	The Gambia Teacher Competency Framework developed in 2020 has not been published or operationalised. Rather, teacher and school leader performances are still based on the <i>Service Level Agreements</i> and related documents. These are not sufficient for the professional evaluation of teachers, and the same goes for the professional evaluation of school leaders who are assessed based on their delivery of the <i>Minimum Standards for Basic Schools: Indicators Under the Control of the School and the Community</i> (MoBSE, 2021b).
Recommendations	Mentoring, guidance, monitoring, assessment, evaluation, rewards, and other professional support to teachers and school leaders could best be derived from a fully developed national framework of professional standards and competencies fully aligned with international frameworks.
<u>Key Finding 7:</u> Teachers’ support a national framework of professional standards and competencies.	Teachers’ responses to an online questionnaire support the development and implementation of a national framework of professional standards and competencies, but many have not heard or read any professional standards.
Recommendations	MoBSE and MoHERST, GTU, and other stakeholders should step up the development and implementation of a national framework of professional standards and competencies and prioritise advocacy, enlightenment, and capacity building for teachers and school leaders on standards.
<u>Key Finding 8:</u> The Gambia is yet to adopt the African Union Commission	The Gambia is yet to adopt the African Union Commission (2019b) <i>African Continental Teacher Qualification Framework</i> (ACTQF) which sets minimum requirements for entry into the teaching profession in Africa, and provides for

Continental Teacher Qualification Framework.	curricular framework, accreditation of teacher education programs, and other critical quality issues in pre-service teacher education and CPD.
Recommendations	The Gambia should consider a reform of its pre-service teacher education and CPD based on the provisions of the AUC (2019b) ACTQF.
<u>Key Finding 9:</u> The teacher education institutions are unable to produce enough teachers to meet needs.	There are only three teacher education institutions in The Gambia, namely the Gambia College (largest number of graduates); School of Education of the University of The Gambia; and the Gambia Technical Training Institute. Together they do not produce enough teachers to meet the needs of schools.
Recommendations	MoBSE, MoHERST, GC, UTG, GTTI and other stakeholders should hold a summit to develop strategies towards meeting the teacher gap in the country.
<u>Key Finding 10:</u> Unqualified teachers constitute 10% of all teachers and the Pupil-Qualified Teacher Ratio (PQTR) is at around 30:1.	Unqualified teachers constitute 10% of the total teachers in the school system, but more teachers are needed to bring down the Pupil-Qualified Teacher Ratio (PQTR) at around 30:1. and meets the goals of the Education Sector Strategic Plan 2016-2030 and SDG4.
Recommendations	MoBSE, MoHERST and the teacher education institutions should come up with a program to enable unqualified teachers to earn minimum teaching qualification, possibly through part-time and online study. The government, supported by development partners could offer scholarships to unqualified teachers to pursue the program. The profession should also be made more attractive in order to get more qualified teachers into the school system.
<u>Key Finding 11:</u> There are concerns about the quality of graduates of teacher education institutions.	There are concerns about the quality of the graduates of the teacher education institutions. MoBSE established a “Quality Assurance Framework” for graduating students at The Gambia College and introduced a <i>Teacher Competency Test Policy</i> that few teachers passed.
Recommendations	There is need to strengthen the quality assurance mechanisms for teacher education institutions in The Gambia.
<u>Key Finding 12:</u> None of the teacher education programs has external accreditation.	None of the teacher education programs in the teacher education institutions has external accreditation and other best practices seem lacking. The National Accreditation and Quality Assurance Authority (NAQAA) confirms these facts.
Recommendations	NAQQA should conduct accreditation visits to assess the quality of programs. When a National Teaching Council is established, it should also have a statutory mandate to carry out professional accreditation of teacher education programs. Peer review mechanisms are important. One challenge is the small number of teacher education institutions that may call for external examination and peer review mechanisms that may be more costly.
<u>Key Finding 13:</u> The Gambia Education Sector Support Project recommended the reform of teacher education programs in The Gambia.	A study funded by The Gambia Education Sector Support Project (2019) recommended a reform of teacher education programs in The Gambia. It also recommended a harmonisation of GC and UTG teacher education programs to encourage graduates from the GC to pursue degrees in education rather than being stuck for too long with Diplomas and feeling inferior to degree holders.
Recommendations	The recommendations of the report should be implemented. Being autonomous institutions, the two institutions of them should lead this harmonisation, supported by MoBSE and MoHERST and other stakeholders.
<u>Key Finding 14:</u> Teacher training institutions have few academic staff which affects their capacity to ramp up enrolments and programs.	The teacher training institutions (GC and School of Education, UTG) have a small number of academic staff which is a challenge for ramping up enrolments and programs. Some of the academic staff at the UTG are from outside the country, and this applies to the GC to some extent. It is challenging to run institutions relying on foreign staff strength.
Recommendations	Improving the academic staff in the teacher training institutions requires high-level government attention and action.

<u>Key Finding 15:</u> Most teachers hold two-year Diploma or three-year Advanced Diploma.	The bulk of the teachers in the school system are two-year Diploma and three-year Advanced Diploma in Education holders. Graduate teachers (with degrees in Education) are few, and there are hardly any teachers with a master's or above. This may affect teaching and learning negatively.
Recommendations	As per the AUC ACTQF, two-year Diplomas and Teachers' Certificates are no longer envisaged as appropriate teaching qualifications. The minimum should be three-year Advanced Diplomas/Higher Teachers' Certificates.
<u>Key Finding 16:</u> Teachers believe they were trained well but still state requiring further training.	Teachers' responses suggest they believe they were adequately prepared during their education, but many opined that they need further training, including for professional knowledge, practical skills, ethics, and codes of conduct.
Recommendations	In-service training should strive to fill the training gaps identified by teachers. This pertains to professional knowledge, skills, ethics, and code of conduct.
<u>Key Finding 17:</u> Pre-service training and CPD need to be aligned with international frameworks.	There is a "Comprehensive Pre-Service and In-Service Strategic Framework and Implementation Plan" but it is not yet operationalized and could be better aligned with the international frameworks on standards and competencies.
Recommendations	The "Comprehensive Pre-Service and In-Service Strategic Framework and Implementation Plan" requires alignment with the AUC continental frameworks. It should also be finalized and operationalised.
<u>Key Finding 18:</u> The School Management Manual is a rich resource material for school leaders.	The <i>School Management Manual for Lower Basic, Basic Cycle and Upper Basic Schools Revised Version 3</i> (MoBSE, 2020b) has rich resource material for school leaders. It has relevant concepts, materials, guidance, and tools for monitoring and evaluation which is helpful in school administration.
Recommendations	The use of the School Management Manual for Schools should be strengthened as it is a rich source material on school leadership and has proven helpful in transforming the administration of the schools.
<u>Key Finding 19:</u> MoBSE has supported one-year training for aspiring school leaders.	MoBSE has supported training of Head Teachers in school management and leadership through full-time study at the Management Development Institute (MDI). This is one of the most commendable initiatives of MoBSE.
Recommendations	This training is an important innovation. It should be sustained and expanded to include principals of senior secondary schools. The course content should reflect the <i>School Leadership Standards</i> contained in the AUC frameworks.
<u>Key Finding 20:</u> The teacher career stage has not yet been well developed, just as the CPD credits that will drive the progression along the career stages are still undefined.	The teacher career stage has not yet been well developed, just as the CPD credits that will drive the progression along the career stages are still undefined. There should be a career path or progression policy built around the national framework of standards and competencies. The policy should fully explain the career stages for teachers and school Leaders, CPD credits and other requirements for promotion, and other career path policies.
Recommendations	Career path for teachers and school leaders should be developed following the professional tenets and not salary grades; the career path policy should define requirements and modalities for moving from one stage to another.
<u>Key Finding 21:</u> There is limited awareness about standards and competencies.	Generally, there is a low level of awareness about professional standards and competencies among stakeholders.
Recommendations	The National Technical Working Group of the UNESCO Shanghai-FIT Project in The Gambia in collaboration with MoBSE, MoHERST, GTU, GC, UTG, and other stakeholders should organise a capacity building workshop on standards.
<u>Key Finding 22:</u> Most teachers benefit only from limited trainings.	Teachers' responses to the online questionnaire concerning CPD indicate that many benefit from few and sometimes no training at all. They also pointed out their preferred areas for training.

Recommendations	There is need to expand CPD with a diversified offering by government, the GTU, and teachers and school leaders themselves. Teachers may invest more in training if the CPDs have credits that count for career advancement.
<u>Key Finding 23:</u> Teachers have knowledge and skills for use of internet resources, but do not always have access.	In their responses to the online questionnaire, the teachers opined that they have knowledge and skills for use of internet resources, but most have no personal or official computer or in some cases internet access.
Recommendations	The government, assisted by development partners should prioritize not only capacity building of teachers in educational technology, but also the provision of tablets if this is deemed affordable and training for best use is provided.
<u>Key Finding 24:</u> Teachers have insufficient supply of teaching resources.	Most teachers state they have insufficient teaching resources in their school.
Recommendations	The availability of teaching resources in schools must be improved.
<u>Key Finding 25:</u> Teachers are public servants with conditions of work guided by public service regulations.	The teachers are public servants and their conditions of work are guided by the public service regulations (e.g., Public Service Act and policies of the Personnel Management Office) plus regulations put in place by MoBSE. Yet teaching is not yet recognized by law as a profession.
Recommendations	A law is needed to legalise teaching and a National Teaching Council should be established to protect the interest, standards, and status of the profession.
<u>Key Finding 26:</u> The Gambia has yet to commence Best Teacher Awards at the national or regional level.	Despite the responses of some teachers in the survey, there is no national or regional Best Teacher Awards as is observed in some of the other anglophone West African countries such as Nigeria, Ghana, Sierra Leone.
Recommendations	MoBSE and GTU should collaborate with stakeholders to initiate a Presidential Best Teacher Award for The Gambia, in addition to devising other ways of recognising excellence among teachers and school leaders.
<u>Key Finding 27:</u> Staff rooms are lacking in many schools.	Half of the teachers that responded to the survey stated that their school did not have staff rooms, and when they are available, they may lack amenities.
Recommendations	There is need to provide schools with a staff room with amenities such as furniture, a separate toilet, drinking water, and handwash facilities.
<u>Key Finding 28:</u> Teachers suggest good relationships with their superiors.	Almost all teachers described the relationships with their supervisors as good or excellent.
Recommendations	Good relationships between teachers and supervisors should be nurtured.
<u>Key Finding 29:</u> Teachers may not always be paid in full.	On the payment of salary, while most teachers state that their salary is paid when due, some suggest that occasionally it may not be paid in full.
Recommendations	The issue of some teachers stating not receiving their salary in full should be investigated to be resolved.
<u>Key Finding 30:</u> Teachers rate their social status and job satisfaction as average.	Teachers were asked to rate their social status and job satisfaction on a 1-5 scale. Average ratings are 3.53 for social status and 3.21 for job satisfaction.
Recommendations	These ratings are not great, indicating that teachers' perception of their social status and job satisfaction is only average. Exploring what could lead to better perceptions for both social status and satisfaction should be a priority.

Source: Compiled by the authors.

ANNEX 2: LIST OF OFFICIALS FOR KEY INFORMANT INTERVIEWS

Country Officials for the West Africa Analysis

Country	Interviewee	Position	Organisation
Benin	Comlan German Roch AHOKPOSSI	Director	Direction, de l'inspection et de l'Innovation Pédagogiques, Ministère des Enseignement Maternel et Primaire
Nigeria	Lawrence Ugo-Ali	Director	Teachers Registration Council of Nigeria
Liberia	Gayflor Y. Washington	Assistant Minister, Teacher Education	Ministry of Education
Burkina Faso	Etienne OUEDRAOGO	Secretary General	Ministère de l'Éducation Nationale, de l'Alphabétisation et de la Promotion des Langues Nationales
Cote d'Ivoire	Fatogoma COULIBALY	Deputy Director, Continuing Educ.	Ministry of Education

Country Officials for the Situational Analysis for Sierra Leone

Name	Position	Organization
Prof. Yatta Kanu	Chief Education Officer	Ministry of Basic and Senior Secondary Education
Sia Fasulukuku	Director, Research, Planning and Development	Ministry of Technical and Higher Education
Joshua A. Kamara	Assistant Secretary	National Conference of Head Teachers
Denis Turay	Regional Director	
Victor J. Kamara	Head of Department, Education	Fourah Bay College, The University of Sierra Leone
Mariatu I. Mansaray	President	Conference of Principals of Secondary Schools
Alie Deen Conteh	Deputy Secretary General	Sierra Leone Teachers Union
Sheku O. Loleh	Welfare Officer	
Prof. A. M. Alghali	Chairman	
Josephus Sawyer	Ag. Executive Secretary	Tertiary Education Commission
Nadia Parkinson	APNIC Manager	Teaching Service Commission
Max F. Sengu	Director, Kono District	
Lansana Rogers	Director, Pujehun District	
J. E. Renner	Director, Western Area	
Tamba Bockarie	Director, Kenema District	
Paul Kamara	Director, Kambia District	
Murray Samuel Kamara	Head, Certification and Qualification	
Morlai Mansaray	Deputy Examinations Officer	UNICEF
Celeste Steley	Chief of Section, Education	
Dr Aiah A. S. Mbayo	Education Specialist	
Allieu M. Serry	Education Officer	
Dr Cream Wright	Consultant	Author of the First Situation Analysis (2018)

Source: Compiled by the authors.

Country Officials for the Situational Analysis for The Gambia

Organization	Key Officials Interacted with
Curriculum Research Evaluation Development Directorate [CREDD] Ministry of Basic and Secondary Education (MoBSE)	<ul style="list-style-type: none"> ▪ Momodou Jeng, Director & Chair, National Technical Working Group of the UNESCO Shanghai-FIT Project in The Gambia ▪ Fatou Dally Bittaye, Principal Education Officer [PEO] ▪ Khadijatou Jobarteh [PEO]
Directorate of In-service Training and Lifelong Learning [DITALL], MoBSE.	<ul style="list-style-type: none"> ▪ Tida Jatta Willan, Director ▪ Mariama Chow, [PEO]
Gambia Teachers Union [GTU]	<ul style="list-style-type: none"> ▪ Essa Sowe, Deputy Secretary General of GTU & Member, National Technical Working Group of the UNESCO Shanghai-FIT Project in The Gambia
Performance Management and Evaluation [PMEU], MoBSE	<ul style="list-style-type: none"> ▪ Mr. Andrew Gomez, Director ▪ Lally Baldeh [PEO]
Standards and Quality Assurance Directorate [SQAD], MoBSE	<ul style="list-style-type: none"> ▪ Director: Mr. Sang Gomez.
Institute for Technical Training [ITTI], University of Applied Science, Engineering and Technology [USET]	<ul style="list-style-type: none"> ▪ Alieu Badara Saine, Registrar
Management Development Institute [DMI]	<ul style="list-style-type: none"> ▪ Alieu K. Jarju, Director General ▪ Lamin B.T. Sanyang, Trainer
Regional Education Directorate [RED] 2, MoBSE	<ul style="list-style-type: none"> ▪ Lamin Fatajo, Director
Gambia National commission for UNESCO [NATCOM]	<ul style="list-style-type: none"> ▪ Lamin Jarju, Senior Programs Officer ▪ Modou M. Touray, Program Officer
Gambia College	<ul style="list-style-type: none"> ▪ Issatou Ndow, Vice Principal & Member, National Technical Working Group of the UNESCO Shanghai-FIT Project in The Gambia
University of The Gambia [UTG] School of Education	<ul style="list-style-type: none"> ▪ Prof Ajani Kassim, Acting Dean
Conference of Principals of Upper Basic Schools [CPUBS]	<ul style="list-style-type: none"> ▪ Alphasainey Baldeh, Secretary
Association of Lower Basic School Heads [ALBAS]	<ul style="list-style-type: none"> ▪ Saja Sanyang, Chairperson
Conference of Principals of Senior Secondary Schools [COPSSS]	<ul style="list-style-type: none"> ▪ Lamin A.K. Sanyang, Chairperson & Member, National Technical Working Group of the UNESCO Shanghai-FIT Project in The Gambia
National Accreditation and Quality Assurance Authority [NAQAA]	<ul style="list-style-type: none"> ▪ Dr Gibril Jaw, Director General/CEO

Source: Compiled by the authors.

ANNEX 3: REGIONAL QUESTIONNAIRE FOR THE WEST AFRICA ANALYSIS

PROFESSIONAL STANDARDS AND COMPETENCIES FOR TEACHERS AND SCHOOL LEADERS IN BASIC AND SENIOR SECONDARY SCHOOLS IN WEST AFRICA

This survey serves to collect the views of one key official of the ministry of education, and one key official of the national teaching council (or a similar institution in the absence of a National Teaching Council). The key official to complete this questionnaire should be a director or head responsible for teacher standards, development, and professionalism in the country. Multiple responses from the same country are not allowed to ensure consistency in country information. The key official completing this questionnaire is free to consult with other critical authorities in the country so that information provided will be representative of the country. The survey seeks to ascertain the level of development and implementation of the professional standards and competencies for teachers and school leaders (headteachers and principals) at the Basic and Senior Secondary Education level. This questionnaire is about national and not regional or institutional professional standards and competencies. Specifically, the survey seeks to establish the following: (i) whether there are national professional standards and competencies for teachers and school leaders; (ii) the key contents (domains, sub-domains, etc.) of the national professional standards and competencies (if any); (iii) the extent of alignment of the national standards and competencies with the African Union Commission (2019) or UNESCO & Education International (2019) *Framework of Standards and Competencies*; (iv) Key issues affecting the quality of teacher education (pre-service and continuous professional development); (v) Key issues in the conditions of service affecting the motivation of teachers and school leaders. Please answer only questions that are relevant in the context of your country. No question is compulsory. Please be assured that your response will be highly appreciated, treated anonymously, and used purely to inform the development of a UNESCO Technical Guidance on Professional Standards and Competencies for Teachers and School Leaders in West Africa. Therefore, please offer you very honest answers to the questions.

Definition: The professional standards and competencies are statements of the knowledge, skills, behavior, ethics, values, and attitudes expected of teachers and school leaders. School leader refers to head teacher and principal.

1. Country
2. Name of Ministry or National Teaching Council
3. Your department or station
4. Name
5. Post
6. E-mail
7. WhatsApp number
8. Before this time, have you read a copy of the UNESCO & Education International (2019) *Framework of Professional Standards and Competencies*?
 - a. Yes
 - b. No
9. Before this time, have you read a copy of the African Union Commission (2019) *Framework of Professional Standards and Competencies*?
 - a. Yes
 - b. No
10. Before this time, have you read a copy of the African Union Commission (2019) *Continental Teacher Qualification Framework*?
 - a. Yes
 - b. No
11. Before this time, have you read a copy of the African Union Commission (2019) *Continental Guidelines on the Teaching Profession*?
 - a. Yes
 - b. No
12. Before this time, have you read a copy of the African Union Commission (2017). *Study on Teacher Training, Working, and Living Conditions in Member States*?

- a. Yes
 - b. No
13. Before this time, have you read a copy of the UNESCO IICBA (2017) *Teacher Support and Motivation Framework for Africa: Emerging Patterns*?
- a. Yes
 - b. No
14. How familiar are top officials of the Ministry/National Teaching Council with the UNESCO & Education International (2019) and African Union Commission (2019) Frameworks on the teaching profession?
- a. Very familiar
 - b. Familiar
 - c. Can't say
 - d. Unfamiliar
 - e. Very unfamiliar
15. Are there legal and policy documents (Constitution, teacher policy, Education Sector Strategic Plan) that emphasize teaching standards and competencies in your country?
- a. Yes
 - b. Can't say
 - c. No
16. Does your country have a NATIONAL professional standards and competencies for teachers?
- a. Yes
 - b. No
17. Does your country have a NATIONAL professional standards and competencies for school leaders?
- a. Yes
 - b. No
18. Indicate the level of development of the NATIONAL professional standards and competencies for teachers.
- a. Not started at all
 - b. Preliminary stage (first draft developed)
 - c. Advanced (final draft developed)
 - d. Completed (document is published and available to the public)
19. Indicate the level of development of the NATIONAL professional standards and competencies for school leaders.
- a. Not started at all
 - b. Preliminary stage (first draft developed)
 - c. Advanced (final draft developed)
 - d. Completed (document is published and available to the public)
20. If there are national professional standards for teachers, which of the following are the domains (major themes)? (Multiple choice is possible)
- a. Professional Knowledge and Understanding.
 - b. Professional Skills and Practices.
 - c. Professional Values/Attributes/Commitment.
 - d. Professional Partnerships.
 - e. Professional Leadership.
 - f. Other domains not listed above.
21. If there are national professional standards for school leaders, which of the following are the domains (major themes)? (Multiple choice is possible).
- a. Developing self and others.
 - b. Leading professional knowledge, practice, and conduct.
 - c. Promoting school improvement, innovation, and change.
 - d. Generating resources internally and ensuring accountability.
 - e. Supporting learners' enrolment and participation.
 - f. Engaging and working with the community.
 - g. Other domains not listed above.

22. If there are professional standards for teachers, how many career stages are provided? (Note: the career stage is not a salary scale or civil service cadre).
- None
 - One
 - Two
 - Three
 - Four
 - Five
 - Six
 - Seven
 - Eight or more
23. If there are national professional standards for teachers and career stages are provided, which of the following are among the stages?
- Beginner
 - Proficient
 - Expert
 - Distinguished
 - Other terms not listed above
24. If there are national professional standards for school leaders, how many career stages are provided? (Note: the career stage is not a salary scale or civil service cadre).
- None
 - One
 - Two
 - Three
 - Four
 - Five
 - Six
 - Seven
 - Eight or more
25. If there are national professional standards for school leaders and career stages are provided, which of the following are among the stages? (Multiple choice is possible).
- Beginner
 - Proficient
 - Expert
 - Distinguished
 - Other terms not listed above
26. If there are national professional standards for teachers, to what extent have they been distributed? (Multiple choice is possible).
- Still planning to distribute
 - Have distributed to the schools
 - Have distributed to individual teachers and school leaders
 - Have made copies available on the website
27. If there are national professional standards for school leaders, which of the following actions have been taken to make them familiar with the standards? (Multiple choice is possible).
- Still planning to distribute
 - Have distributed to the schools
 - Have distributed to individual teachers and school leaders
 - Have made copies available on the website
28. Which of the following is correct about the regulation of teaching in your country?
- A National Teaching Council (or similar authority) is legally established to regulate teaching
 - The Ministry of education is directly regulating the teaching profession
 - Teaching is not regulated by anybody currently

29. Does your country have any law that established teaching as a profession which can be practised by only individuals who are qualified and registered?
- Yes
 - No
30. Which of the following apply to teachers in your country?
- They are professionally registered.
 - They are professionally licensed.
 - They write licensing examinations.
31. Which of the following apply to school leaders in your country?
- They are professionally registered.
 - They are professionally licensed.
 - They write licensing examinations.
32. Which of the following is the minimum teaching qualification in your country?
- One-year teacher education programme
 - Two-year teacher education programme (Teachers' Certificate/Diploma)
 - Three-year teacher education programme (Higher Teachers' Certificate/Higher National Diploma/Certificate in Education)
 - Four-year teacher education programme (degree or equivalent)
33. What number of credits at ordinary Level are required for admission into the minimum teaching qualification programme?
- None
 - One
 - Two
 - Three
 - Four
 - Five
34. What is the highest proportion of teacher qualification at the Basic Education level?
- One-year teacher education programme
 - Two-year teacher education programme (Teachers' Certificate/Diploma)
 - Three-year teacher education programme (Higher Teachers' Certificate/Higher National Diploma/Certificate in Education)
 - Four-year teacher education programme (degree or equivalent)
35. Does the country have a Higher Education Authority responsible for accrediting higher education programmes?
- Yes
 - No
36. Are the teacher education programmes accredited by the Higher Education Authority?
- Yes
 - No
37. How many teacher education institutions (colleges, polytechnics and universities) are there in your country?
- 1-10
 - 11-20
 - 21-30
 - 31-40
 - 41-50
 - 51 +
38. Are the teacher education institutions in your country producing sufficient number of teachers to fill the teacher gap in the schools?
- Yes
 - No
39. What could be the major reason(s) for qualified teacher gap (if any) in the school? (Multiple choice is possible).
- The teacher education institutions are not producing enough teachers

- b. The teacher education institutions produce enough teachers but only a limited number can be recruited by government
 - c. Many graduates of the teacher education institutions do not want to teach
 - d. Employers recruit unqualified teachers for political reasons
 - e. Government policies do not permit employing qualified teachers from other regions or countries
40. How would you rate the quality of candidates with Teachers' Certificate/Higher Teachers' Certificate or equivalent?
- 5. Excellent
 - 4. Good
 - 3. Fair
 - 2. Poor
 - 1. Very poor
41. How would you rate the quality of graduate teachers (those with B.Ed. or bachelor's with Post Graduate Diploma in Education)?
- 5. Excellent
 - 4. Good
 - 3. Fair
 - 2. Poor
 - 1. Very poor
42. What per cent of teachers at the Basic Education level are unqualified teachers?
- a. 0-10%
 - b. 11-20%
 - c. 21-30%
 - d. 31-40%
 - e. 41% +
43. What per cent of teachers at the Senior Secondary Education level are unqualified teachers?
- a. 0-10%
 - b. 11-20%
 - c. 21-30%
 - d. 31-40%
 - e. 41% +
44. What is the percentage of the teachers in the Basic and Senior Secondary Education on Government payroll?
- a. 1-20%
 - b. 21-40%
 - c. 41-60%
 - d. 61-80%
 - e. 81%+
45. What is the average Pupil-Teacher Ratio (PTR) at the Basic Education level?
- a. 1-20
 - b. 21-40
 - c. 41-60
 - d. 61-80
 - e. 81+
46. What is the average Pupil-Qualified Teacher Ratio (PQTR) at the Basic Education level?
- a. 1-20
 - b. 21-40
 - c. 41-60
 - d. 61-80
 - e. 81+
47. What is the students' pass rate in the Basic Education Certificate Examination?
- a. Excellent (About 70% of students pass the examination)
 - b. Good (About 60% of students pass the examination)

- c. Fair (About 50% of the students pass the examination)
 - d. Poor (About 40% of the students pass the examination)
 - e. Very poor (About 30% or less pass the examination)
48. What is the students' pass rate in the final Senior Secondary Certificate Examination?
- a. Excellent (About 70% of students pass the examination)
 - b. Good (About 60% of students pass the examination)
 - c. Fair (About 50% of the students pass the examination)
 - d. Poor (About 40% of the students pass the examination)
 - e. Very poor (About 30% or less pass the examination)
49. Is there a national framework on teacher continuous professional development?
- a. Yes
 - b. No
50. Are there credit units attached to specific teacher continuous professional development?
- a. Yes
 - b. No
51. Currently, are there specified credit units which a teacher must earn to be promoted to the next career stage?
- a. Yes
 - b. No
52. Which authority coordinates the teacher continuous professional development at the national level?
- a. Ministry of Education
 - b. National Teaching Council or similar authority
 - c. Different authorities (Ministries, National Teaching Council, development partners, Non-Governmental Organisations) decide what they do
53. What percentage of teachers in the public Basic and Secondary Schools participate in training or workshops in three years?
- a. 1-20%
 - b. 21-40%
 - c. 41-60%
 - d. 61-80%
 - e. 81%+
54. How adequate are the teacher training programmes and workshops in meeting the gaps in teacher quality?
- 5. Very adequate
 - 4. Adequate
 - 3. Fair
 - 2. Inadequate
 - 1. Very inadequate
55. Is there existing or planned National School Leadership Programme for school leaders?
- a. Yes
 - b. No
56. Does your country organise national/Presidential Annual Best Teacher Awards?
- a. Yes
 - b. No
57. On a national level, rate the social status of teachers on a 1-5 scale.
Rating from 1 (low) to 5 (high)
58. On a national level, rate the job satisfaction of teachers on a 1-5 scale.
Rating from 1 (low) to 5 (high)
59. Overall, do you think teaching is a profession?
- a. Yes
 - b. No

END/THANK YOU

**ANNEX 4: ONLINE QUESTIONNAIRE FOR TEACHERS IN SIERRA LEONE
(A SIMILAR QUESTIONNAIRE WAS FIELDIED IN THE GAMBIA)**

This survey serves to collect the views of public basic and senior secondary school teachers on professional standards and competencies for teachers in Sierra Leone. It is an opinion poll which will have serious implications for the development and implementation of the professional standards and competencies for teachers in the country. Therefore, please ensure that you are a public Basic or Senior Secondary School teacher in Sierra Leone before completing the questionnaire and respond honestly and to the best of your ability. Your personal detail will not be disclosed to a third party or included in the analysis. Also, ensure that you are participating in the survey voluntarily and not compelled in anyway by another individual or authority.

Definition: Professional Standards and Competencies for Teachers are statements of the knowledge, skills, behavior, ethics, values, and attitudes expected of a teacher.

1. Is Sierra Leone your country?
 - a. Yes
 - b. No
2. Where is your location in Sierra Leone?
 - a. Capital City/Territory,
 - b. North-East of country,
 - c. North-West of country,
 - d. South-East of country,
 - e. South-West of country.
3. Type of school where you teach:
 - a. Primary School (Government/Government Assisted)
 - b. Junior Secondary School (Government/Government Assisted)
 - c. Senior Secondary School (Government/Government Assisted)
4. Your email:
5. Years of teaching experience
 - a. 0-5 years
 - b. 6-10 years
 - c. 11-15 years
 - d. 16-20 years
 - e. Above 20 years
6. Have you ever heard about the Professional Teaching Standards and Competencies?
 - a. Yes
 - b. No
7. Have you ever read a copy of the Professional Teaching Standards and Competencies of any country?
 - a. Yes
 - b. No
8. Do you believe there should be clearly spelt out standards and competencies for teachers?
 - a. Yes
 - b. No
9. Do you think the Professional Standards and Competence for Teachers can improve the performance of teachers?
 - a. Yes
 - b. No
10. Has your country well spelt-out standards and competencies for teachers?
 - a. Yes
 - b. No
11. Currently, which document is the MOST important source of your professional teaching standards and competencies?
 - a. A nationally approved document on Professional Teaching Standards and Competencies.

- b. General government documents and policies which have not been consolidated into a single document.
 - c. My personal ideas about what is right and wrong as a teacher.
12. Currently, are you professionally registered as a teacher by any authority in your country?
 - a. Yes
 - b. No
 13. Currently, do you hold a teaching license like other professionals you know?
 - a. Yes
 - b. No
 14. After your teacher training, did you take any other teacher professional test or examination before starting your job as a teacher?
 - a. Yes
 - b. No
 15. Before starting your job as a teacher, did you receive a professional induction (an orientation exercise)?
 - a. Yes
 - b. No
 16. How many years did your pre-service teacher training last?
 - a. 0-1 year
 - b. 2 years
 - c. 3 years
 - d. 4 years
 - e. 5 years or above
 17. Did your pre-service teacher training prepare you adequately for the challenges you met on ground when you started teaching?
 - a. Yes, it prepared me very adequately
 - b. It was fairly adequate
 - c. It was inadequate
 18. Which of the following is your challenge since becoming a teacher?
 - a. The pre-service teacher training did not expose me enough to the content of the subject that I teach.
 - b. The pre-service teacher training did not expose me enough to the practical skills that I need to plan and deliver my lessons and other educational programmes.
 - c. The pre-service teacher training did not expose me enough to the ethics and expected conduct which I need to know about as a teacher.
 - d. I have all the three challenges listed above.
 - e. I do not have any of the three challenges listed above.
 19. How would you describe the amount of continuous professional development you had received since becoming a teacher?
 - a. Very adequate
 - b. Adequate
 - c. Inadequate
 - d. Very inadequate.
 20. In the last three years, how many times have you attended a workshop, conference, seminar or any other form of training sponsored by government?
 - a. Once
 - b. 2 times
 - c. 3 times
 - d. 4 times
 - e. 5 times or above
 21. In the last three years, how many times have you attended a workshop, conference, seminar or any other form of training sponsored by the teacher union?
 - a. Once
 - b. 2 times
 - c. 3 times
 - d. 4 times

- e. 5 times or above
22. In the last three years, how many times have you attended a workshop, conference, seminar or any other form of training sponsored by yourself?
 - a. Once
 - b. 2 times
 - c. 3 times
 - d. 4 times
 - e. 5 times or above
 23. Besides the number of years spent on the job, which is the next MOST important factor considered to promote a teacher from one level to another?
 - a. Credits/amount of professional development done
 - b. Civil service rules
 - c. Connection with those in authority
 - d. Result of promotion examination
 - e. Preference to the indigenes of the Province or School District
 24. Which of the following is true of teacher performance evaluation in your school?
 - a. A supervisor completes the teacher's performance evaluation form.
 - b. The credits/amount of professional development done are/is assessed.
 25. Have you ever heard of the term, "professional development portfolio"?
 - a. Yes
 - b. No
 26. How would you rate your ability/knowledge/skill to use the internet and online resources to improve your teaching?
 - a. Excellent
 - b. Good
 - c. Poor
 - d. Very poor
 27. Do you have access to an official computer, laptop or tablet?
 - a. Yes
 - b. No
 28. Do you have access to official internet connection/data?
 - a. Yes
 - b. No
 29. Do you own a personal computer, laptop or tablet?
 - a. Yes
 - b. No
 30. Do you own a smart phone?
 - a. Yes
 - b. No
 31. How is the mobile phone network in your location?
 - a. Good
 - b. Poor
 - c. Non-existent
 32. How is the internet connection in your location?
 - a. Good
 - b. Poor
 - c. Non-existent
 33. Which has been more beneficial to you in accessing online teaching content and preparing your lessons?
 - a. Official computer/laptop/tablet
 - b. Personal computer/laptop/tablet.
 34. Which of the following professional development programmes do you need most at the moment?
 - a. Capacity building in the use of educational technologies, and online teaching and learning.

- b. Capacity building in teaching methodology – lesson plan and notes, lesson delivery, and learning assessment.
 - c. Capacity building to deepen knowledge in my teaching subject.
 - d. Capacity building in the instructional language (English) and basic numeracy.
35. How sufficient is the supply of teaching aids and resources to teachers by your school?
- a. Very sufficient
 - b. Sufficient
 - c. Insufficient
 - d. Very insufficient
36. How would you describe the staff room in your school?
- a. Has basic furniture and amenities (staff toilet, drinking water, handwash facility)
 - b. Has basic furniture but no amenities (staff toilet, drinking water, handwash facility)
 - c. Has neither basic furniture nor amenities (staff toilet, drinking water, handwash facility)
 - d. Has no staff room
37. How would you rate your overall physical working conditions at school?
- a. Excellent
 - b. Good
 - c. Poor
 - d. Very poor
38. How would you rate your overall relations with your head teacher or principal at school?
- a. Excellent (Cordial and inspiring)
 - b. Good (Cordial)
 - c. Poor (Not cordial)
 - d. Very poor (a lot of conflict)
39. Are you paid your salary monthly, as and when due?
- a. Yes
 - b. No
40. Are you always paid your salary in full or sometimes it is a part-payment?
- a. Always in full
 - b. Sometimes, it is part-payment
41. Is there a teacher award or other programmes to recognise teacher performance organised at your school level?
- a. Yes
 - b. No
42. Is there a teacher award or other programmes to recognise teacher performance organised at the national level?
- a. Yes
 - b. No
43. Rate your social status as a teacher on a 1-5 scale.
Low social status <1, 2, 3, 4, 5 > High social status
44. Rate your job satisfaction as a teacher on a 1-5 scale.
Low job satisfaction <1, 2, 3, 4, 5 > High job satisfaction
45. Overall, do you think teaching is a profession?
- a. Teaching is a profession
 - b. Teaching is not a profession.

END/THANK YOU.

**ANNEX 5: ONLINE QUESTIONNAIRE FOR SCHOOL LEADERS IN SIERRA LEONE
(A SIMILAR QUESTIONNAIRE WAS FIELD IN THE GAMBIA)**

This survey serves to collect the views of head teachers and principals of public basic and senior secondary schools on professional standards and competencies for school leadership in Sierra Leone. It is an opinion poll which will have serious implications for the development and implementation of professional standards and competencies for school leadership in the country. Therefore, please ensure that you are a head teacher or principal in the public school before completing the questionnaire and respond honestly and to the best of your ability. Your personal detail will not be disclosed to a third party or included in the analysis. Also, ensure that you are participating in the survey voluntarily and not compelled in anyway by another individual or authority.

Definition: Professional Standards and Competencies for School Leadership are statements of the knowledge, skills, behavior, ethics, values, and attitudes expected of a school leader. The later refers to a head teacher or principal of a Basic or Senior Secondary School.

1. Is Sierra Leone your country?
 - a. Yes
 - b. No
2. Where is your location in the country?
 - a. Capital City/Territory,
 - b. North-East of country,
 - c. North-West of country,
 - d. South-East of country,
 - e. South-West of country.
3. Type of school:
 - a. Primary School (Government/Government Assisted)
 - b. Junior Secondary School (Government/Government Assisted)
 - c. Senior Secondary School (Government/Government Assisted)
4. Your email address:
5. How many years did you spend as a teacher before your appointment as a head teacher or principal?
 - a. 0-5 years
 - b. 6-10 years
 - c. 11-15 years
 - d. 16-20 years
 - e. Above 20 years
6. How many years have you been a head teacher or principal?
 - a. 0-5 years
 - b. 6-10 years
 - c. 11-15 years
 - d. 16-20 years
 - e. Above 20 years
7. Have you ever heard about the Professional Standards and Competencies for School Leadership?
 - a. Yes
 - b. No
8. Have you ever read a copy of the Professional Standards and Competencies for School Leadership of any country?
 - a. Yes
 - b. No
9. Do you believe there should be clearly spelt out standards and competencies for head teachers and principals?
 - a. Yes
 - b. No

10. Do you think the Professional Standards and Competence for School Leadership can improve the performance of head teachers and principals?
 - a. Yes
 - b. No
11. Has your country well-spelt out standards and competencies for head teachers and principals?
 - a. Yes
 - b. No
12. Currently, which document is the MOST important source of your professional standards and competencies as a head teacher or principal?
 - a. A nationally approved document on Professional Standards and Competencies for School Leaders.
 - b. General government documents and policies which have not been consolidated into a single document.
 - c. My personal ideas about what is right and wrong as a head teacher or principal.
13. Currently, are you professionally registered as a head teacher or principal by any authority in your country?
 - a. Yes
 - b. No
14. Currently, do you hold a license to practise as a head teacher or principal, as with leaders in other professions?
 - a. Yes
 - b. No
15. Before your appointment as a head teacher or principal, did you receive training (workshop of at least one week, certificate course, or diploma) in school leadership?
 - a. Yes
 - b. No
16. Did you take a professional test or examination for head teachers or principals before being appointed as one?
 - a. Yes
 - b. No
17. Before starting your job as a head teacher or principal, did you receive a professional induction (an orientation exercise or workshop of at least one full day)?
 - a. Yes
 - b. No
18. How many years did your pre-service teacher training last?
 - a. 0-1 year
 - b. 2 years
 - c. 3 years
 - d. 4 years
 - e. 5 years or above
19. Did your pre-service teacher training prepare you adequately for the challenges you met on ground as a head teacher or principal?
 - a. Yes, it prepared me adequately
 - b. It was fairly adequate
 - c. It was inadequate
20. Which of the following is your major challenge since becoming a head teacher or principal?
 - a. The pre-service teacher training did not expose me enough to the professional knowledge (theories, principles, leadership styles, technology, financial management, change and innovation, etc.) for school leadership.
 - b. The pre-service teacher training did not expose me enough to the professional skills (planning and implementation of school programmes, etc.) for school leadership.
 - c. The pre-service teacher training did not expose me enough to the ethics and conduct which I need to know about as a head teacher or principal.
 - d. I have all the three challenges above.
 - e. I do not have any of the three challenges listed above
21. How would you describe the amount of continuous professional development you had received since becoming a head teacher or principal?

- a. Very adequate
 - b. Adequate
 - c. Inadequate
 - d. Very inadequate.
22. Since becoming a head teacher or principal, how many times have you attended a workshop, conference, seminar or any other form of training sponsored by government?
- a. Once
 - b. 2 times
 - c. 3 times
 - d. 4 times
 - e. 5 times or above
23. Since becoming a head teacher or principal, how many times have you attended a workshop, conference, seminar or any other form of training sponsored by the teacher union?
- a. Once
 - b. 2 times
 - c. 3 times
 - d. 4 times
 - e. 5 times or above
24. Since becoming a head teacher or principal, how many times have you attended a workshop, conference, seminar or any other form of training sponsored by yourself?
- a. Once
 - b. 2 times
 - c. 3 times
 - d. 4 times
 - e. 5 times or above
25. Besides the number of years spent as a teacher, which is the next MOST important factor considered to appoint you a head teacher or principal?
- a. Credits/amount of professional development done
 - b. Civil service rules
 - c. Result of examination for head teachers or principals
 - d. Preference to the indigenes of the Province or School District
26. Which of the following is true of performance evaluation of head teachers or principals?
- a. A supervisor completes the head teacher/principal's performance evaluation form.
 - b. The credits/amount of professional development done are/is assessed.
27. Have you ever heard of the term, "professional development portfolio"?
- a. Yes
 - b. No
28. How would you rate your ability/knowledge/skill to use the internet and online resources to improve your leadership and research?
- a. Excellent
 - b. Good
 - c. Poor
 - d. Very poor
29. Do you have an official computer, laptop or tablet?
- a. Yes
 - b. No
30. Do you have access to official internet connection/data?
- a. Yes
 - b. No
31. Do you own a personal computer, laptop or tablet?
- a. Yes
 - b. No

32. Do you own a smart phone?
 - a. Yes
 - b. No
33. How is the mobile phone network in your location?
 - a. Good
 - b. Poor
 - c. Non-existent
34. How is the internet connection in your location?
 - a. Good
 - b. Poor
 - c. Non-existent
35. Does your school have electricity supply (public power supply or generator)?
 - a. Yes
 - b. No
36. Which has been more beneficial to you in accessing online resources to improve your research and leadership?
 - a. Official computer/laptop/tablet
 - b. Personal computer/laptop/tablet.
37. Which of the following professional development programmes do you need most at the moment?
 - a. Capacity building in the use of educational technologies, and teaching and learning online.
 - b. Capacity building in teaching methodology – lesson plan and notes, lesson delivery, and learning assessment.
 - c. Capacity building to deepen knowledge in my teaching subject/area of specialisation.
 - d. Capacity building in the instructional language (English) and basic numeracy.
38. Which of the following areas of capacity building do you need most?
 - a. Leadership of professional knowledge, practice and conduct in the school
 - b. Theories, principles and practices of management.
 - c. Promotion of school improvement, innovation and change
 - d. Generation of financial resources for the school
 - e. Supporting learners' enrolment and participation in school
 - f. Engaging and working with the community of the school
39. How sufficient are the human resources (teachers and other staff) you need to run your school?
 - a. Very sufficient
 - b. Sufficient
 - c. Insufficient
 - d. Very insufficient
40. How would you describe your office at school?
 - a. Has basic furniture and amenities (staff toilet, drinking water, handwash facility)
 - b. Has basic furniture but no amenities (staff toilet, drinking water, handwash facility)
 - c. Has neither basic furniture nor amenities (staff toilet, drinking water, handwash facility)
 - d. There is no office
41. How would you rate your overall physical working conditions as a head teacher or principal?
 - a. Excellent
 - b. Good
 - c. Poor
 - d. Very poor
42. How would you rate your overall relations with your immediate supervisors in the Education District or Ministry?
 - a. Excellent (Cordial and inspiring)
 - b. Good (Cordial)
 - c. Poor (Not cordial)
 - d. Very poor (a lot of conflict)
43. Are you paid your salary monthly, as and when due?
 - a. Yes
 - b. No

44. Are you always paid your salary in full or sometimes it is a part-payment?
- a. Always in full
 - b. Sometimes, it is part-payment
45. Is there award or other ceremonies to recognise high-performing head teachers or principals in your country?
- a. Yes
 - b. No
46. Rate your social status as a school leader on a 1-5 scale.
Low social status <1, 2, 3, 4, 5 > High social status
47. Rate your job satisfaction as a school leader on a 1-5 scale.
Low job satisfaction <1, 2, 3, 4, 5> High job satisfaction
48. Overall, do you think a head teacher or principal is a professional?
- a. A head teacher or principal is a professional.
 - b. A head teacher or principal is not a professional.

END/THANK YOU.



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