# Republic of Sierra Leone:

## Situation Analysis of the national framework of professional standards and competencies for teachers and school leaders

October 2023

Steve Nwokeocha, Aminata Sessay, Njora Hungi, and Quentin Wodon

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**REPUBLIC OF SIERRA LEONE: SITUATION ANALYSIS OF THE NATIONAL FRAMEWORK OF PROFESSIONAL STANDARDS AND COMPETENCIES FOR TEACHERS AND SCHOOL LEADERS**

Steve Nwokeocha, Aminata Sessay, Hungi Njora, and Quentin Wodon

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Abstract:

This study investigates the state of professional standards and competencies for teachers and school leaders in Sierra Leone. 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 framework 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. An additional chapter puts findings for Sierra Leone in comparative perspective with findings for other West African countries. The analysis relies on a mixed quantitative and qualitative approach that includes results from two online surveys as well as key informant interviews and brainstorming sessions.

Keywords: Teachers, School leaders, Professional standards, Competencies, Sierra Leone.

Cover photo: A teacher with her students at the Government Model Secondary School in Freetown, Sierra Leone.

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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
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
MoBSSE     Ministry of Basic and Senior Secondary Education
MTHE     Ministry of Technical and Higher Education
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
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
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

# FOREWORD

*The Situation Analysis of the National Framework of Professional Standards and Competencies for Teachers and School Leaders in Sierra Leone is an important milestone for our Ministry and for the Teacher Service Commission. The analysis was conducted within the framework of the African Union's Continental Education Strategy for Africa (CESA 2016-2025) and Agenda 2063: The Africa We Want. Sierra Lone is privileged to be among the countries selected for intervention by the Shanghai-FIT Project, which covers Africa as well as the Asia-Pacific with the aim to professionalize teaching in both regions and thereby make substantial progress towards the Sustainable Development Goals' targets for education.*

*Through the establishment of the Teaching Service Commission by an Act of Parliament in 2011, Sierra Leone has been purposeful in transforming its teaching force. Much has been achieved in the last decade, as witnessed by the sharp increase in educational attainment, but much remains to be done. The Teaching Service Commission (TSC) became operational in 2017 and began the development and implementation of a series of professional teaching policies and frameworks, among which are the Framework of Standards and Competencies for Teachers and School Leaders, Teacher Registration and Licensing Policy, and Teacher Licensing Examination Guidelines and Syllabus. Above all, TSC has gone ahead to mainstream the core provisions of these frameworks and policies into a Collective Bargaining Agreement signed in 2022 with the Sierra Leone Teachers Union. An array of other consultancies is also ongoing to finetune and implement the TSC professional strategies. Therefore, the Situation Analysis met the country in high gear in the task of developing a fully professional teaching force. In this context, the Report of the Situation Analysis has documented its findings and made recommendations.*

*The Report represents only the views of its authors. Nevertheless, TSC is happy that the analysis has come at the right time to add value to the work it is engaged in. TSC and the Ministry of Basic and Senior Secondary Education are glad that they provided the necessary support which enabled the authors to deliver the analysis to their best ability. It is therefore TSC's and the Ministry's hope that this study will be to the benefit not just of the teaching profession in Sierra Leone but in Africa and beyond.*

*Conrad Sackey*
*Minister of Basic and Senior Secondary Education*
*Republic of Sierra Leone*

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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).

**This study investigates the state of professional standards and competencies for teachers and school leaders in Sierra Leone.** As is the case in many other sub-Saharan African countries, children in Sierra Leone 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 Sierra Leone, with other approaches yielding additional insights.

**The study focuses on three areas: (1) Sierra Leone's 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) the national framework 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, with a special emphasis on the Collective Agreement recently signed between the Teacher Service Commission and the Teacher Union. An additional chapter puts findings for Sierra Leone in comparative perspective with findings for other West African countries. The analysis relies on a mixed quantitative and qualitative approach that includes results from two online surveys as well as key informant interviews and brainstorming sessions. Results were validated online and in-person. Dissemination took place at a national workshop held in September 2023 in Freetown. This executive summary outlines some of the most important findings and associated recommendations.

**On professional standards and competencies for teachers and school leaders, Sierra Leone has made major progress in the last five years with the establishment of the Teacher Service Commission (TSC).** The country 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 and issues have been discussed in the Sierra Leone 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.

**Finally, to complement the situational analysis conducted for Sierra Leone, comparative data were collected for other West African countries.** The analysis targeted 15 ECOWAS countries, of which eight responded at the time of writing (data collection is still on-going). 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 competences, but they are at various stages of this process and have not aligned their frameworks with international good practices, with Nigeria and Sierra Leone being exceptions. Except those two countries plus Ghana, Ministries of Education continue to regulate the teaching profession. Professional licensure examination, registration, and licensing of teachers and school leaders remain absent in many countries. Career paths and mandatory school leadership training for school leaders are yet to be implemented by most countries. The dominant teacher qualification remains the two-year Teachers' Certificates and that many countries have no or few requirements to admit candidates into pre-service teacher education programs. Some countries have substantial shares of unqualified teachers. On working conditions, respondents rated the social status and job satisfaction of teachers at low levels. Finally, except for Nigeria, Ghana, Sierra Leone, and Burkina Faso, countries do not participate actively in African and global federations for teaching agencies, which reduces their ability to benefit from exchanges of good practices and innovations.

# CHAPTER 1: BACKGROUND, OBJECTIVE, AND DATA

## Introduction

**As many other countries in sub-Saharan Africa, Sierra Leone is facing a deep learning crisis.** Sub-Saharan Africa  is faced with a deep learning crisis with some estimates suggesting that 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 many African countries, most children who are enrolled in school are also not able to read and understand a simple text by age 10. Data on learning poverty are not available for Sierra Leone because the country has not participated in the international student assessments used for measurement, but it is likely to be an issue for the country[1]. Four out of five children do not acquire the early reading and numeracy skills necessary for subsequent learning according to data from the Multiple Indicator Cluster Survey (MICS6). This is confirmed by the Secondary Grade Learning Assessment report which suggests that after 8 to 11 years of schooling, most students only demonstrate the English and mathematics skills expected from children in primary school[2]. As a result, the pass rate for the Basic Education Certificate in Education in 2019 was less than half and only 6 percent of students taking the West African Senior School Certificate Examination meet the requirements for admission into university.

**Improving learning is key for increasing human capital and the country's 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 Sierra Leone, estimates from the World Bank (2021) suggest that half (49 percent) of the country's wealth consists of human capital. This shows the importance of investing in people for the future development of the country. And yet the share of human capital wealth in total national wealth is much lower in Sierra Leone than in most other African countries. 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 low[3].

**Better teachers and school leaders are needed to improve learning, but Sierra Leone faces important challenges to professionalize its teaching force.** School enrolment, which stood at 2.7 million students in 2021, is rapidly rising in part due to population growth, leading to a shortage of (qualified) teachers. More

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[1] For perspective, estimates for West African countries suggest that the share of children in learning poverty is at 56 percent for Benin, 69 percent for Senegal, 74 percent for Burkina Faso, 82 percent for Togo, 83 percent for Côte d'Ivoire and Guinea, 90 percent for Mali and Niger, 94 percent for Chad, and 95 percent for Mauritania. Only Gabon has a substantially lower share (31 percent) of children in learning poverty. It could be that Sierra Leone has lower levels of learning poverty than some other West African countries, given higher rates of primary school completion in Sierra Leone than much of sub-Saharan Africa according to data from the UNESCO Institute of Statistics. Still, it remains likely that many children are not at the level of proficiency in reading that they should be at.

[2] Most of those statistics are from the latest available Education Sector Analysis (Sierra Leone, 2021). On  Only 57% of students in the second year of junior secondary school (JSS2) and 46% of second year senior secondary students (SSS2) demonstrated the language skills expected from a primary school pupil. In mathematics, 72% of JSS2 and 60% of SSS2 students demonstrated skills expected from a child in primary school.

[3] 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).

than a third of current teachers are considered 'untrained and unqualified' based on their education. Pupil-teacher ratios are not very high in comparison to other West African countries, but the pupil-qualified teacher ratios are high, especially in public schools (government or government-aided). There is also a persistent gender gap in the teaching force. While research suggests that female teachers and school leaders are associated with better learning outcomes, only a 29 percent of teachers in basic education are women (women account for most teachers only at the pre-primary level).

**Sierra Leone has adopted international best practices in setting up its Teacher Service Commission a dozen years ago, but much remains to be done.** The aim of this study is to assess the state of professional standards and competencies for teachers and school leaders in the country, relying in part on frameworks from the African Union as benchmarks. Specifically, the study considers (1) the national framework for teaching standards and competencies; (2) pre-service and in-service teacher education; and (3) working conditions for teachers. But first, it may be useful in this introductory chapter to briefly explain why professionalizing teaching and school leadership matters and how this can be done.

## 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)[4]. 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

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[4] 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."*

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 *"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 upon**[5]. 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*

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[5] 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).

*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 leaders[6]. 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 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.

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[6] 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).

**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 if 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.

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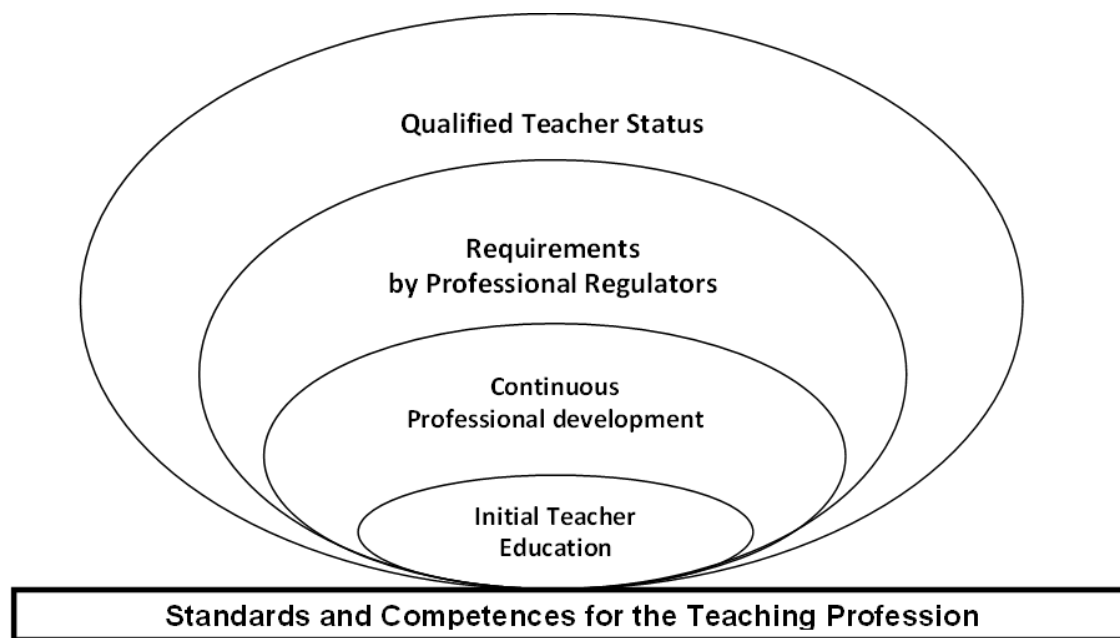


Source: African Union Commission (2019b).

**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 (DSLM) 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.

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

<table>
<tr><td>

**PRE-STANDARDS ERA**

- No law legalized teaching as a profession.
- No professional regulatory agency for teaching
- Low teacher qualifications enter into teaching.
- National professional standards are lacking, or at best arbitrarily determined by individual actors or sectors.
- No nationally endorsed standards for school leadership
- Teachers are "lumped" together for purposes of professional development and rewards.
- Career progression is based merely on number of years on the job.
- Reward is poor.
- Working conditions are unattractive.

</td><td>

**STANDARDS ERA**

- Law legalizes teaching and bars practicing without license.
- Professional regulatory agency is established.
- High teacher qualifications enter into teaching.
- Teaching standards are nationally endorsed.
- School leadership standards are nationally endorsed.
- A career path for teachers is created, driven by professional development credits.
- A career path for school leaders is created, driven by professional development credits.
- Professional competency tests are administered, and other quality assurance measures.
- Reward is enhanced and tied to the positions on the career path.
- Working conditions are attractive.

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**OUTCOMES**

- Teaching is an "all-comers' job."
- Teacher performance is hardly optimal
- School leadership is hardly the best
- Learning outcome suffers
- Teacher motivation is lacking
- Teachers have little sense of self-worth and actualization
- Teaching is unattractive
- Teacher social status is low

</td><td>

**OUTCOMES**

- Teaching is professionalized
- Teacher performance is optimal
- School leadership matches school's needs
- Learning outcome enhances
- Teacher motivation rises
- Teachers have great sense of self-worth and actualization
- Teaching becomes attractive
- Teacher social status is high

</td></tr>
</table>

Source: Authors.

**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 1.3: Selected Forces Shaping Teaching Standards and Competencies**
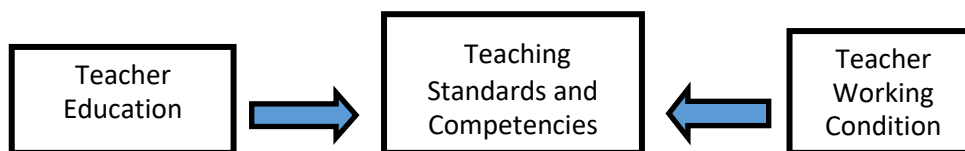


Source: Authors.

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**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, "e*ducation 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).

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## Objective of the study

**This study assesses the current state of professional standards and competencies for teachers and school leaders in Sierra Leone, relying in part on the African frameworks as benchmarks.** As mentioned above, the study considers (1) the national framework 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) in public Government and Government-assisted pre-primary, primary, junior secondary, and senior secondary schools in Sierra Leone. It 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 an on-going mapping for West Africa and detailed work on Sierra Leone. The study was funded by the Shanghai Trust-in-Fund project whose aim is to promote the professionalization of teaching in Africa and the Asia-Pacific, with Sierra Leone being one of the target countries. 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?; 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?; 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).

## Data collection

**The study relies on a blend of qualitative and quantitative approaches.** Apart from a brief literature review, the analysis is based on online surveys for teachers and school leaders, key informant interviews, and other data, as well as data for other countries. The key data sources are as follows:

1. ***Key informants interviews.*** Interviews were conducted with heads/high-level representatives of key organizations (list in annex 1), including: the Ministry of Basic and Senior Secondary Education; the Ministry of Technical and Higher Education; the Teaching Service Commission; the Tertiary Education Commission; the National Council for Technical Vocational and other Academic Awards; the Sierra Leone Teachers Union; the Conference of Principals of Secondary Schools; the National Conference of Head Teachers; the Department of Education, Fourah Bay College, University of Sierra Leone; UNICEF; and consultants of the Teaching Service Commission (TSC).

2. ***Online surveys of teachers and school leaders.*** Questionnaires (see Annex 2) 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 by the TSC to 1,000 teachers and 1,000 school leaders, ensuring that individuals in all school districts in the country would receive links in accordance with the proportion of their teachers and school leaders. A total of 453 teachers and 406 school leaders responded, suggesting high response rates. Selected characteristics for respondents are provided in Box 1.3.

3. ***Brainstorming and validation.*** Brainstorming sessions were held with the Management Team of TSC, 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 TSC. At the end of the fieldwork, a validation meeting was held at the TSC presided by the TSC Chairman and the Chief Education Officer of the Ministry of Basic and Senior Secondary Education.

4. ***Data for West Africa.*** Data have also been collected for other countries in West Africa using a separate online survey and key informant interviews. That separate regional study targets the 15

members[7] of the Economic Community of West African States (ECOWAS) and is still on-going, but preliminary findings from the data collected so far are shared to assess in a comparative perspective how well Sierra Leone is doing on professional standards and competencies.

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**Box 1.3: Selected Characteristics of Respondents to the Online Surveys**

For the online surveys sampling, the country was divided geographically into five regions, namely Capital City/Territory, North-East, North-West, South-East, and South-West. Figure 1.4 provides selected characteristics of respondents, suggesting good coverage of various regions, levels of schooling, and teaching experience. Overall, the sample appears reasonably representative of the overall population of teachers and school leaders in the country.

**Figure 1.4: Number of Survey Respondents by Location, Types of Schools, and Experience**
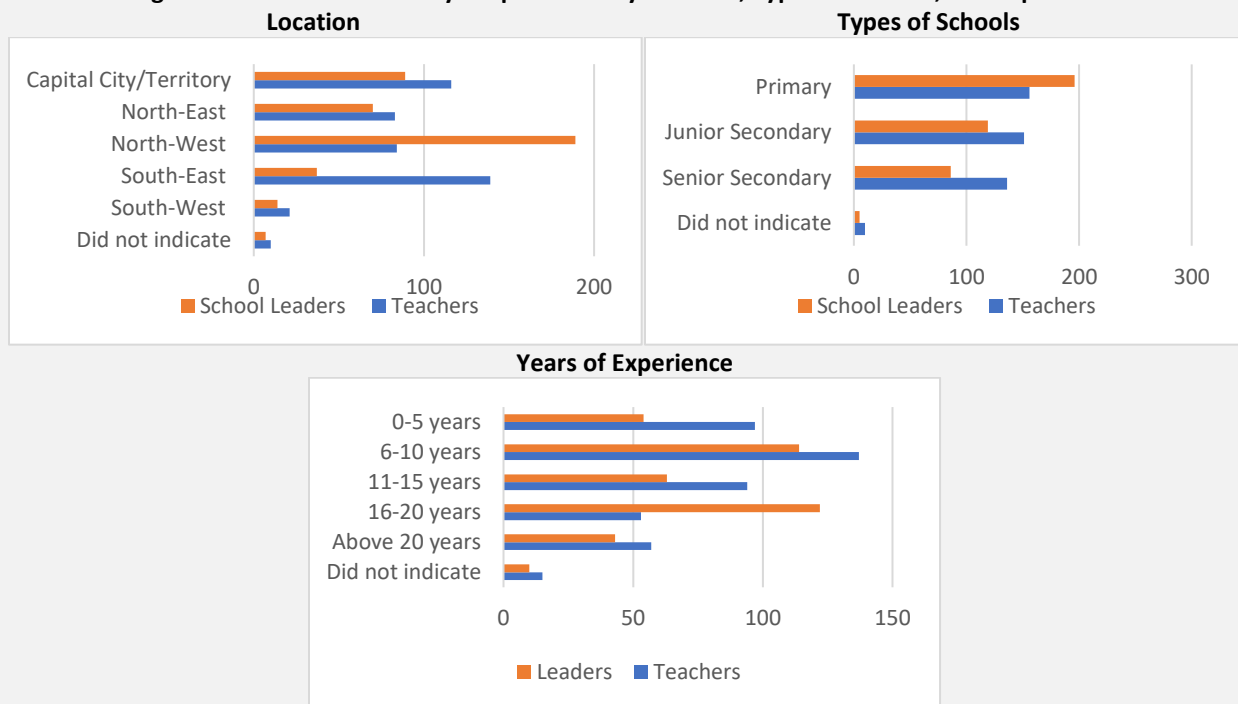


Source: Authors' estimation from online surveys.

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## Outline of the study

**The study consists of five core chapters and annexes.** Chapters 2 to 4 consider sequentially the three areas of focus for the study, namely (1) the national framework for teaching standards and competencies; (2) pre-service and in-service teacher education; and (3) the working conditions of teachers. Chapter 5 provides a preliminary analysis of how Sierra Leone compares to other West African countries in those areas (the analysis is preliminary because data collection for some countries is on-going). Annexes provide additional information, including a list of key findings from this study and associated recommendations.

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[7] 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.

# CHAPTER 2: PROFESSIONAL STANDARDS AND COMPETENCIES

## Introduction

**The first objective of this study is to assess the framework for teaching standards and competencies in Sierra Leone.** This chapter therefore starts by considering key legal and policy documents related to teaching as a profession. To frame the discussion, Table 2.1 lists some of the main legislative and regulatory provisions for teaching in the country. Thereafter, the focus is on (1) the Teaching Service Commission created in 2011 as a modern regulatory agency as well as the employer of teachers; (2) the domains of professional standards and competencies in Sierra Leone; and (3) the perceptions of teachers and school leaders regarding professional standards and competencies (based on the online surveys).

**The Education Act of 2004 was the first elaborate and unambiguous statement of what has today metamorphosed into the professional standards and competencies for teachers and school leaders.** The provisions in Part VIII (35)(1-5) included the appointment, functions, and tenure of headteachers or principals. The Act set standards for school leadership[8]. The Act in Part VIII (36)(1-2) further prescribed the certification and licensing of teachers as follows: No person shall be employed as a permanent full-time teacher in any school unless he holds a professional certificate or a license issued by the Ministry; and every certificate and license issued by the Ministry under this section shall be in such form as may be prescribed by the Minister by rules made under this Act, and shall be signed by the Minister or by an officer of the Ministry authorized by the Minister in that behalf. Section 38 of the Act criminalized any attempt to obtain teacher registration by fraud and provided that the Ministry of Education shall maintain a Register of Teachers. The Act in sections 38-40 dealt with procedures for registration, exemption, and annual appraisal of teachers[9]. The rest of the sections (41-43) treated several other critical issues such as appointment, transfer, and dismissal of teachers; and the establishment of the Teaching Service Trade Group Negotiating Council. Part VIII of the Act concluded by stating that the performance of the functions indicated will subsist till the Teaching Service Commission was established. Therefore, besides laying the foundation for standards in Sierra Leone, the Act also foretold the establishment of the Teaching Service Commission. The need for professional standards for teachers and school leaders was therefore introduced in 2004, though not in the current format of the professional standards and competencies.

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[8] The Act stated among others that every school in which more than one teacher is employed shall have a head teacher or principal who must have proven academic and professional qualification for the job. The headteacher or principal of a school shall be responsible, subject in the case of a government school or assisted school, to any rule made by the Minister under this Act for the general control and supervision of the instruction and discipline and for the organization of the classes therein. There shall be a critical appraisal of a head teacher's or principal's performance twice in the first ten years of his appointment which shall provide the basis for stocktaking, correction, and redirection where necessary; and the first appraisal shall be two years after he has completed a probationary period of one year and the second three years thereafter. A headteacher or principal [...] shall be regarded not only as the administrative but also the professional head of the school and this must be recognized if he should be free to manifest his professionalism in the discharge of his duties; a recognition which confers upon him the responsibility of accountability. A headteacher or principal shall be liable to be rotated within the organization which established the school or moved to a position within the Ministry after a period of ten years' exemplary service [...].

[9] Section 40(1) stated that every teacher shall be critically appraised annually by his head teacher or principal … to determine his performance in relation to: his general conduct; his sense of responsibility and devotion to duty; the academic progress of his pupils; the success rate of his pupils in both national and international examinations.

**Table 2.1: Key Legal and Regulatory Provisions for Teaching as a Profession**

| | |
|---|---|
| Constitution (1991) | The Constitution included educational objectives among the fundamental principles of State Policy. It declared *"equal rights and adequate educational opportunities for all citizens at all levels"* and this is premised on the availability of a quality teaching force. |
| Tertiary Education Commission Act (2001) | The Act created the Tertiary Education Commission for the *"development of tertiary education in Sierra Leone"* and *"other matters connected therewith."* The other matters include program accreditation and other mechanisms of quality assurance for tertiary education which are indispensable in the production of quality professionals. |
| National Council for Technical, Vocational and Other Awards Act (2001) | The Act established the NCTVA for evaluation and certification of specified academic courses and programs, which include teacher education. The Council was charged with providing examination and validation services at the following levels: Teachers' Certificate; Higher Teachers' Certificate; Certificate in Technical Studies; Ordinary Technical Diploma; Ordinary National Diploma; Higher Technical Diploma; Higher National Diploma; and any other relevant qualifications. The Council was further charged with national and international validation services for tertiary institutions; accreditation of courses; ensuring that the awards *"enjoy parity of esteem"* with similar awards anywhere in the world; and ensuring it entrenches *"nationally recognized standards of competence defined by industry and the professions within specified occupation fields."* |
| Polytechnic Act (2001) | This Act gave legal existence to the polytechnics, their structure, and their power to train academics and professionals which include teachers. By law, only teachers from these institutions can claim to have approved teacher qualifications. |
| Education Act (2004) | The Act created among others the 6-3-3-4 system of education. Parts II(10) dealt with tertiary education, specifying the categories of institutions that can provide tertiary education (universities, polytechnics, and teachers colleges, among others). Part VIII was specific on the teaching profession and set general standards teachers and head teachers and principals in schools, their roles, and their appraisal. |
| Universities Act (2005, 2021) | The 2005 Act reconstituted the University of Sierra Leone and established Njala University and other public and private universities. These institutions have teacher education among their major programs. Only teachers from these institutions can claim to have approved teacher qualifications. The 2021 Act established more public institutions (Milton Margai Technical University, 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, as well as the Post Graduate College/School/Institute of Law, Medical disciplines, Engineering and Theology. |
| Teaching Service Commission Act (2011) | This Act was key for the professionalization of teaching. It contains the relevant provisions of a modern professional regulatory agency as well as those of an employer. |

Source: Compiled by the authors.

## The Teaching Service Commission

**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 is 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.

**TSC was established by the Teaching Service Commission Act of 2011.** According to section 9 of the Act, its function is *"to consider all matters pertaining to teacher management and the improvement of the professional status and wellbeing of teachers[10]."* Table 2.2 shows the timeline from the conception to the creation of TSC. It traces the origin of TSC to the recommendations of the National Education Policy, and eventual enactment of the Education Act of 2004. The Commission was inaugurated in 2016 with its Chairman and Commissioners duly appointed. Staff recruitment, the setting up of offices, and other activities started in in 2017. At present, TSC is well established with a fully constituted Board of Commissioners, a Chairman/Chief Executive Officer of the Commission, a management team, and staff. TSC has a range of Directorates which illustrate the scope of its operations: Office of the Chair; Office of the Commission's Secretary; Directorate of Teacher Management (recruitment, deployment, transfer, promotion, retirement/separation); Directorate of Teacher Registration and Licensing; Directorate of Teacher Development and Performance; Directorate of Teacher-Employer Relations; Directorate of Corporate Services (Finance, IT, HR, Procurement). TSC further created sixteen District offices launched and operationalized in 2019. The districts are Bo, Bonthe, Moyamba, Pujehun, Kailahun, Kenema, Kono, Kambia, Karene and Bombali. Others are Koinadugu, Falaba, Port Loko, Western Urban, Western Rural and Tonkolili. Currently each district has at least two officers – a District Director and one staff[11].

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[10] The Act specifies TSC's functions as follows: serve as an advisory body to the Minister on all matters pertaining to teachers; register and license all teachers; maintain and upgrade annually a register of all licensed teachers and publish the register in the Gazette; vet all teachers' qualifications and determine their equivalence based on a qualifications framework; advise the Minister on the pre-service training of teachers; recruit, promote, post, transfer and dismiss teachers in Government and Government assisted schools; develop and review standards and codes of professional ethics for teachers; define the rights and obligations of teachers in relation to their employers and the management of the institutions where they serve; define the rights and obligations of school management in relation to their employees; discipline teachers in Government and Government assisted schools in accordance with the provisions of the Code of Ethics for Teachers prescribed by it; serve as an advocate body for the improvement of the conditions of service of teachers in Government and Government assisted schools including a reward scheme for teachers in service; recommend to the Minister programs for training of non-professional teachers in service; organize regular induction and orientation programs for newly licensed teachers; organize continuing professional development programs for serving teachers; advise the Minister on measures for sanctioning schools which are in violation of laid-down standards for professional practice; appraise the performance of headteachers and principals in accordance with subsection (3) of section 35 of the Education Act, 2004; and perform such other functions as are incidental to the achievement of the object for which the Commission is established.

[11] The functions of the district offices are to: Prepare and implement district work plans /budgets; Collaborate with relevant stakeholders to promote the specific interest of the teaching profession and promote education in Sierra Leone; Manage the office in line with the approved policies and guidelines; Provide decentralized Teacher management services – school demand for teachers throughout the district, Teacher recruitment, induction,

**Table 2.2: Timeline for the Establishment of the Teaching Service Commission**

| 1995 | The National Education Policy recommended the establishment of a Teaching Service Commission (TSC), with responsibility for Teacher Management in Sierra Leone. |
|------|---|
| 2004 | The Education Act of 2004 (Section 43) provided for the transfer of responsibility for Teacher Management from the MEST to a Teaching Service Commission, when it is established. The Education Sector Review for the first Poverty Reduction Strategy Paper (PRSP I) supported the establishment of the Teaching Service Commission. |
| 2005 | The Management and Functional Review of the Ministry of Education, Science, and Technology (MEST) in 2005 highlighted the role of TSC and deferred action on key issues for TSC to take up. |
| 2010 | The National Education Policy of 2010 assigned the following roles to the TSC: registration and licensing of teachers; teacher performance & development; teacher management operations – recruitment, replacements, transfers, promotions, etc.; and teacher/employer relations.<br>The Education White paper of 2010 supports the establishment of a Teaching Service Commission. |
| 2011 | As part of Public-Sector Reform, the Teaching Service Commission Act of 2011 relieved MEST from direct involvement in all issues related to implementation of policies in Teacher Management. |
| 2013 | The 3rd Poverty Reduction Strategy Paper (Agenda for Prosperity – 2013). An Operational Framework for the Teaching Service Commission was developed for implementing the policy and provisions relating to establishing a TSC in Sierra Leone. |
| 2015 | Presidential appointment of the TSC Chair was formally approved by Parliament in October 2015. |
| 2016 | The TSC was formally inaugurated in August 2016. Parliament approved the appointment of various TSC Commissioners during the year. |
| 2017 | The TSC initiated processes of staff recruitment, setting up of offices, procurement of supplies, and commissioning of baseline studies and other research. Symbolic handover of teacher records from MEST to TSC was carried out (January 2018). |

Source: Wright (2018).


## Professional standards and competencies

**Sierra Leone 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 2.3. The standards

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replacement, promotion, transfer, etc.; Ensure that Teachers and school leaders adhere to the national Professional Standards; Document and register all trained and qualified teachers; Maintain accurate data of all Teacher Performance Development Trainings in the District; Coordinate with School Leaders to ensure that Teacher assessments, promotions and transfers are completed and submitted to the District office; Act as a first line of contact for matters of Teacher discipline and grievances' Facilitate and coordinate the implementation of in-service and pre-service training programs; Liaise with education stakeholders and authorities in the district, including MBSSE (Quality Assurance/Inspectorate), Education officers of local councils, faith-based organisations, education institutions, School management committees, School Boards, the Sierra Leone Teachers Union (NaCoHT and CPSS), to communicate and monitor TSC policies and procedures and provide feedback to the Commission' Submit monthly reports on district operations to the National office; Perform any other related duties as may be assigned from time to time by the Secretary and Department Heads of the Commission (TSC, 2020).

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 2.3: Domains of Professional Standards and Career Path Compared**

| 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 2.4.) 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 2.4 provides the minimum requirements for movement across the career stages as prescribed by the new TSC Standards.

**Table 2.4: TSC Grading System and Criteria for Employment and Promotion**

| Grade and Title | Minimum Qualifications & Experience Requirement |
|---|---|
| **Previous system** | |
| 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 (see Table 2.5 on the level of the fees). 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[12].

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[12] For initial registration, teachers are categorised into four groups according to the qualifications they hold such as: Teachers' Certificate (TC); Higher Teachers' Certificate Primary (HTC-P); Higher Teachers' Certificate Secondary (HTC-S); Degrees in Education - "HTC, B.Sc. Ed., B.Ed., M.A. Ed, M.Sc. Ed, M.Ed., PhD in Education or Degree in other fields plus education qualification (e.g., PGDE). The examination for each of these categories covers the five modules at their relative levels of proficiency. TSC has not only developed the Teacher Licensing Examination Guidelines and Syllabus but also the actual test items for the examination. It is therefore at the verge of conducting examinations digitally (computer-based-testing or CBT).

**Table 2.5: Fees Payable for Initial Licensing by Teachers**

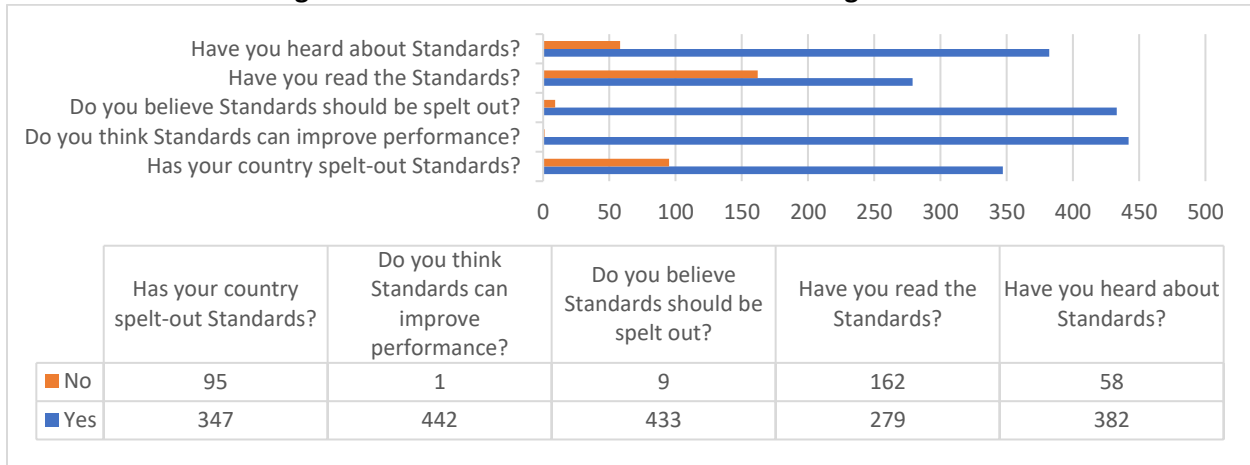| Category | Fee |
|---|---|
| The New Teacher (after a year's probation) | Le. 250,000 |
| Proficient | Le. 150,000 |
| The Highly Accomplished Teacher | Le. 100,000 |
| Distinguished Teacher | Le. 50,000 |

Source: TSC (2020b).

**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.

## Perceptions of teachers and school leaders

**The online surveys implemented for this study suggest a high level of awareness and knowledge of professional standards and competencies among teachers and school leaders.** As shown in Figures 2.1 and 2.2, 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 2.3 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 2.1: Teachers' Awareness about Teaching Standards**



|  | Has your country spelt-out Standards? | Do you think Standards can improve performance? | Do you believe Standards should be spelt out? | Have you read the Standards? | Have you heard about Standards? |
|---|---|---|---|---|---|
| No | 95 | 1 | 9 | 162 | 58 |
| Yes | 347 | 442 | 433 | 279 | 382 |

Source: Authors' estimation from online surveys.

**Figure 2.2: School Leaders' Awareness about School Leadership Standards**



|  | Has your country spelt-out Standards? | Do you think Standards can improve performance? | Do you believe Standards should be spelt out? | Have you read the Standards? | Have you heard about Standards? |
|---|---|---|---|---|---|
| No | 15 | 59 | 3 | 2 | 54 |
| Yes | 386 | 342 | 398 | 400 | 346 |
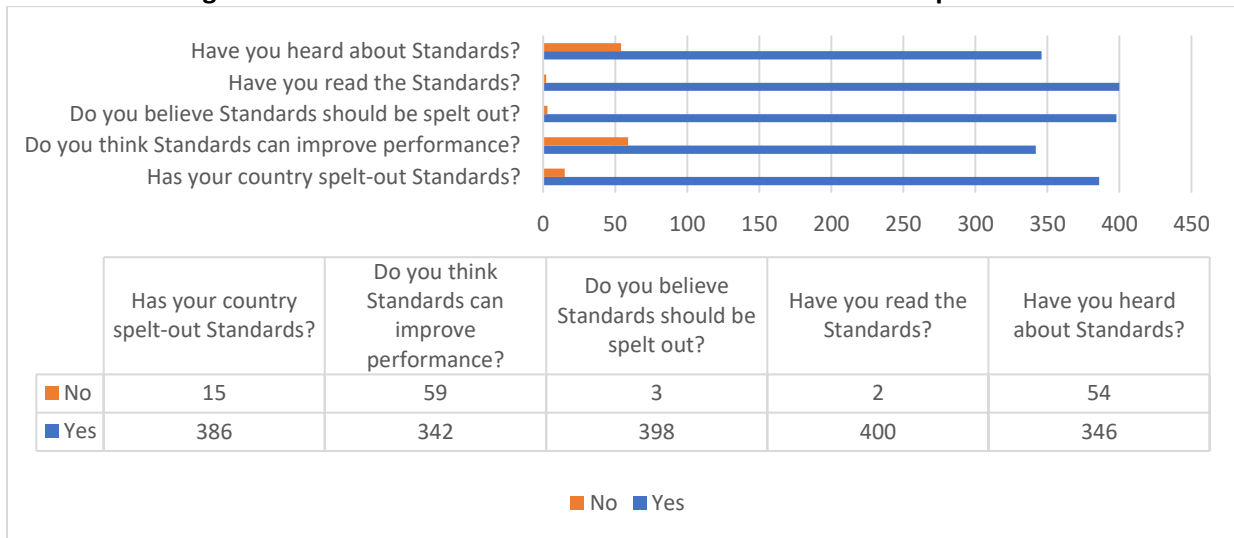
Source: Authors' estimation from online surveys.

**Figure 2.3: Perceptions on the Most Important Source of Teaching and Leadership Standards**
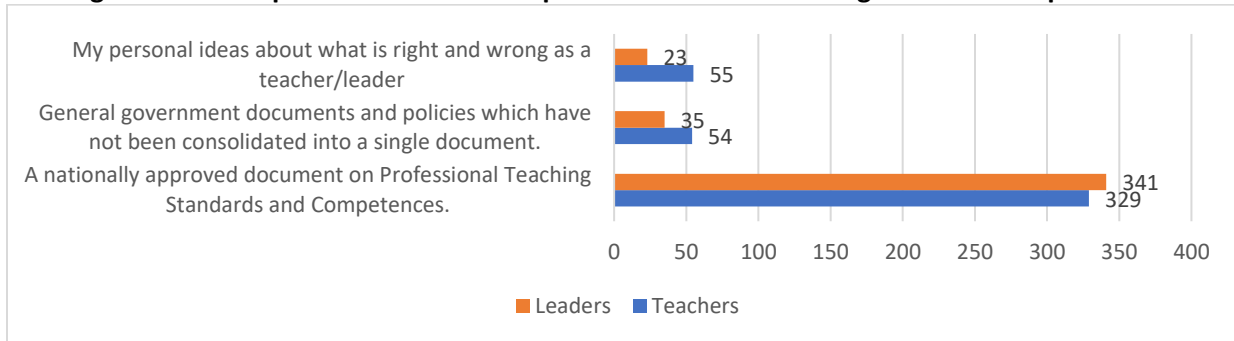


Source: Authors' estimation from online surveys.

**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 2.6 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 2.6: Perceptions Regarding Professional Registration and Licensing**

| 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.

## Summing up

**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. 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's (2019a, 2019b) Continental Framework of Standards and Competencies, and Continental Teacher Qualification Framework. The Professional Standards and Competencies for Teachers and School Leaders 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", with some challenges ahead.** Implementation is underway, but TSC faces challenges, some of which can be summarized as follows: (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 among teachers and school leaders.

# CHAPTER 3: TEACHER EDUCATION

## Introduction

**The second objective of this study is to assess teacher education in Sierra Leone.** Teacher education, both pre-service and in-service, is the foundation of teacher quality. TSC *"recognizes teacher development as a continuum starting with initial teacher education through processes of induction and mentoring to ongoing professional development [PD]"* (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).

**Teacher education matters for teaching standards and competencies – they are like two sides of the same coin.** One cannot exist without the other, and their relationship is direct and mutual. Accordingly, this chapter reports the situation of teacher education in the country, considering first pre-service education, then continuous PD, and finally the Education Sector Plan 2022-2026. Perspectives from teachers and school leaders on those issues as they emerge from the online surveys are also discussed. Yet at the onset, it is important to note that many teachers can be considered as untrained and qualified (UUs). This may affect a third of teachers 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 fall short of the needed number. Both deficiencies in pre-service teacher education and acute shortages of qualified teachers are major challenges in the country.

## Pre-service teacher education

**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 pre-service teacher training.** A useful framework for quality assurance 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 the standards and criteria of the AQRM and ASG-QA. 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.

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**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.

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**Teachers with only a Teacher's Certificate outnumber all other teachers combined.** The various levels of qualifications recognized in the country are listed in Table 3.1. They 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.

**Table 3.1: Recognized Teacher Qualifications in Sierra Leone and their Features**

| Teacher Qual. | Primary School | | Secondary School | | Teacher Education Institution Awarding the Qualification | | |
|---|---|---|---|---|---|---|---|
| | Years | Qualif. Obtained | Years | Qualif. Obtained | Type of Institution | Entry Qualif. | Years |
| TC Primary | 6 | NPSE | 6 | WASSCE, NVQ | Teachers Training Colleges, Polytechnics, and Universities | Attempted WASSCE; 2 credits in WASSCE; or Pass in Entrance Examination | 3 |
| HTC Early Childhood HTC Primary HTC Secondary | 6 | NPSE | 6 | WASSCE, NVQ | Teachers Training Colleges, Polytechnics, Universities. | 4 credits in WASSCE for HTC Secondary; 3 credits in WASSCE for HTC Primary; HTC Primary; TC + Experience | 3 |
| B.Ed/ Bachelors with PGDE/NDE | 6 | NPSE | 6 | WASSCE, NVQ | Universities and Polytechnics. | 5credits in WASSCE | 4 or 3 years for those with HTC or higher qualifications (direct entry) |
| M.Ed/ Masters with PGDE/ NDE | 6 | NPSE | 6 | WASSCE, NVQ | Universities | | 2 |
| PhD in Education/ PhD with PGDE/ NDE | 6 | NPSE | 6 | WASSCE, NVQ | Universities | | 3 or 4 |

Source: Ministry of Technical and Higher Education (2021).
Note: Note: TC: Teacher Certificate; HTC: Higher Teacher Certificate; NDE: National Diploma in Education; NPSE: National Primary School Certificate; NVQ: National Vocational Qualification; PGDE: Post Graduate Diploma in Education; Qualif.: Qualification; WASSCE: West African Senior Secondary School Certificate.

**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)[13]. 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

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[13] This is part of the mandates of the regulator, the National Council for Technical, Vocational and Other Awards. In 2018, lecturers in these programs came together and designed their own "national syllabus" to ensure they were teaching similar topics across the institutions. However, this syllabus has not been recognised or published by the regulator. Pre-service teacher education remains primarily dictated by the thinking of individual lecturers. Also problematic is the fact that TC and HTC examinations, which are set by the regulator, have no national syllabus.

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.** Table 3.2 outlines the institutions 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).

**Table 3.2: Pre-Service Teacher Education Institutions**

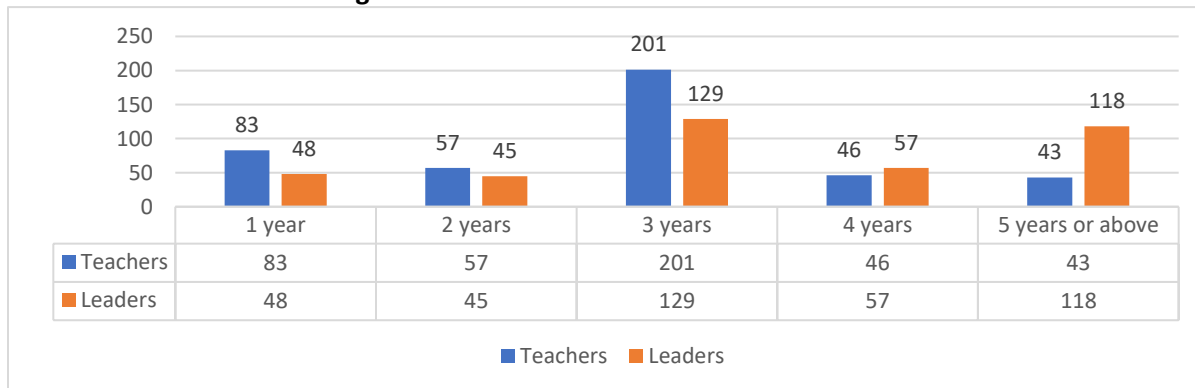| Institution | Teacher courses, duration, and entry requirements |
|---|---|
| Fourah Bay College, University of Sierra Leone | Founded in 1827 by CMS for the training of missionaries and teachers. Became a degree granting institution in 1876 with affiliation to Durham University. A leading institution in the University of Sierra Leone. Offers a Post-Graduate Diploma in Education (Dip. Ed.), as well as bachelor's & Graduate Degrees in Education. |
| Njala University | Set up in 1924 to train teachers; became Njala University College in 1964; constituent college of the university of Sierra Leone in 1972; and a separate university (Njala University) in 2004, under the new University Act. Offers TC, HTC Primary and HTC Secondary courses. |
| Ernest Bai Koroma University of Science & Technology | The Northern Polytechnic merged Makeni Teachers' College and Magburaka Technical Training Institute. Northern Polytechnic now merged with Teko Veterinary Institute, Port Loko Teachers College, and an Arabic College in Magburaka, to form EBKUST. Offers TC, HTC Primary and HTC Secondary Courses. |
| Eastern Polytechnic | Established under the Polytechnic Act of 2001, from a merger of Bunumbu Teachers' College (1933) and Kenema Technical Institute (1957). Offers TC, HTC Primary and HTC Secondary courses for teachers. |
| Milton Margai College of Education & Technology | Established in 2001; merged Milton Margai College of Education (Milton Margai Teachers' College of 1960); Freetown Technical Institute; and Hotel & Tourism Training Institute. Offers HTC Secondary and B.Ed. courses. |
| Freetown Teachers' College | Founded in 1964 by The Anglican Diocese to increase number of trained teachers in primary schools. Offers TC, HTC Primary and HTC Secondary courses, and a distance learning program for untrained teachers. |

Source: Wright (2018).

**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.

## Perceptions of teachers and school leaders on pre-service education

**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 3.1 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 3.1: Duration of Pre-Service Education**



| | 1 year | 2 years | 3 years | 4 years | 5 years or above |
|---|---|---|---|---|---|
| Teachers | 83 | 57 | 201 | 46 | 43 |
| Leaders | 48 | 45 | 129 | 57 | 118 |

Source: Authors' estimation from online surveys.

**Figure 3.2: Perception of the Adequacy of Pre-Service Education**



| | It was inadequate | It was fairly adequate | Yes, it prepared me very adequately |
|---|---|---|---|
| ▮ Leaders | 18 | 165 | 213 |
| ▮ Teachers | 31 | 113 | 290 |
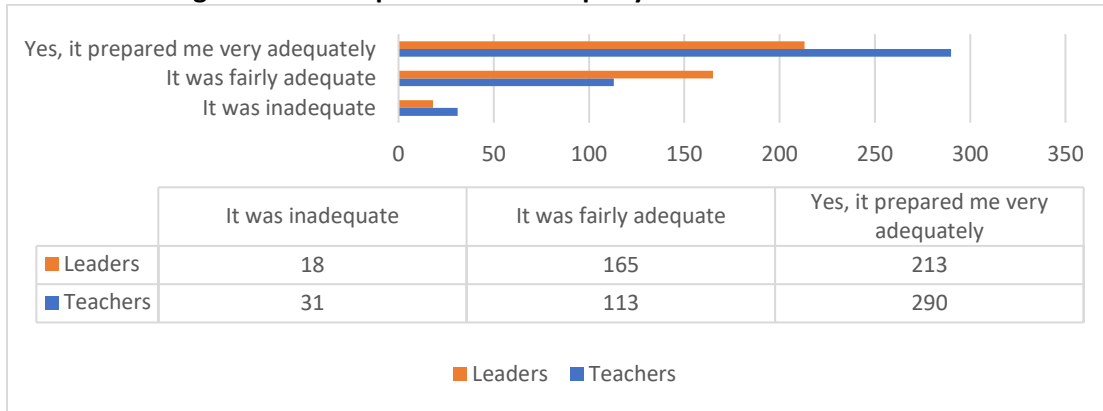
▮ Leaders  ▮ Teachers

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 3.3 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 3.3: Key Challenges Faced Teachers and Leaders Since Becoming Teachers or Leaders**

| 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.

## Continuous professional development

**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[14]. 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[15]. 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.

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[14] The study stated that *"the most striking aspects of current in-service provisions are that they are chaotic and ad-hoc. There is a multiplicity of providers offering a wide range of training provisions. But there is also minimum coherence, and very little evidence that these provisions have any impact on the career development and classroom practice of teachers, or on student learning achievement. On the other hand, there are positive aspects to the opportunities through which serving teachers can access education and training opportunities"* (Wright, 2018).

[15] The study states that *"MEST and donor partners have been concerned about major annual expenditures on in-service training workshops without any clear indications of the impact on quality of education. […] MEST and UNICEF are piloting a more school-based approach to continuous professional development of teachers, which is managed at district and regional levels as well as at central/headquarters level. It starts with problems that teachers encounter regularly in their classrooms, and uses these to trigger training/support activities in a cluster of schools where similar problems are reported. Teachers may get support from their peers within the cluster of schools, or from district education officials, or through training provided by teacher education colleges in the district or region. This initiative has already been presented to TSC by UNICEF officials. It now needs to be incorporated into TSC strategies for asset-based in-service training to facilitate teacher professional development and career advancement"* (Wright, 2018).

**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)[16].

**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[17].

**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

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[16] The CPD funded by the Commonwealth of Learning (Sessay, 2020) states: "*the … purpose … is to be a governance mechanism for the coordinated monitoring, management, review, and reform of all aspects of CPD. This governance mechanism must be evidence-based… It should also be aligned with national policy goals and teacher professional targets set by the principal entities (TSC, MBSSE, and MTHE). The INSET plan will serve as an example for INSET providers to design programs to input in the national CPD framework to be aligned with the professional standards.*"
[17] The quest for self-development is the singular most important factor that drives research and development in tertiary education. In that case, every faculty knows that promotion along the professorial ranks depends primarily on the productivity measured by research outputs and service. Most individuals at the tertiary level attain their positions based more on "self-help" than reliance on the employer or the union.
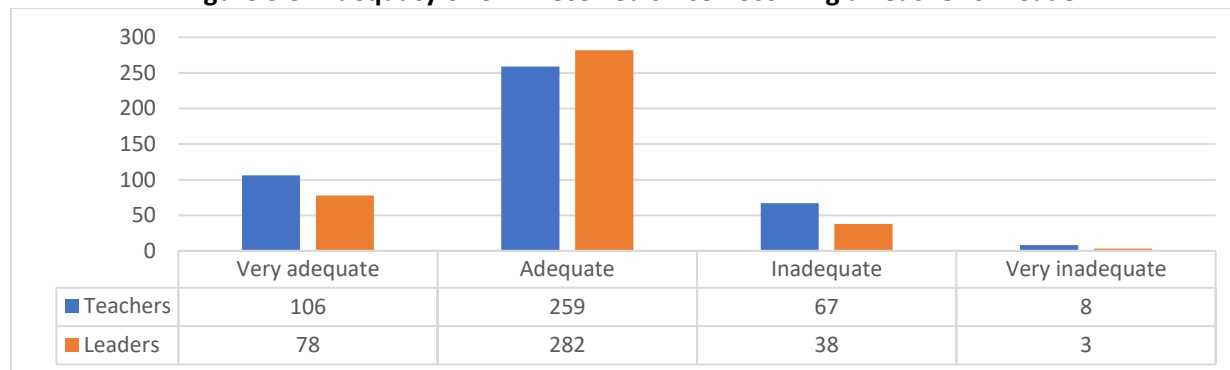
and implement such the program. The working document for the program outlines five core competencies for effective school leadership: (i) Demonstrating a commitment to improving learning outcomes and promoting inclusion; (ii) Promoting a culture of continuous self-sustaining school improvement; (iii) 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) [18]. Implementation would involve formal training, in-school support, and professional learning communities.

## Perceptions of teachers and school leaders on CPD

**Teachers and school leaders responded to questions on the adequacy of CPD in the online surveys.** Perhaps surprisingly, as shown in Figure 3.3, 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 3.4 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 3.3: Adequacy of CPD Received Since Becoming a Teacher or Leader**



|  | Very adequate | Adequate | Inadequate | Very inadequate |
|---|---|---|---|---|
| Teachers | 106 | 259 | 67 | 8 |
| Leaders | 78 | 282 | 38 | 3 |

Source: Authors' estimation from online surveys.

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[18] However, these five core competencies are not aligned to the seven core Standards and Competencies for School Leadership provided by the African Continental Framework of Standards and Competencies (African Union Commission, 2019a). As noted earlier, the seven continental core competencies for school leadership are: 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.

**Table 3.4: Training/Workshop/Conference Attended in Last 3 Years by Type of Sponsor**

| 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** |

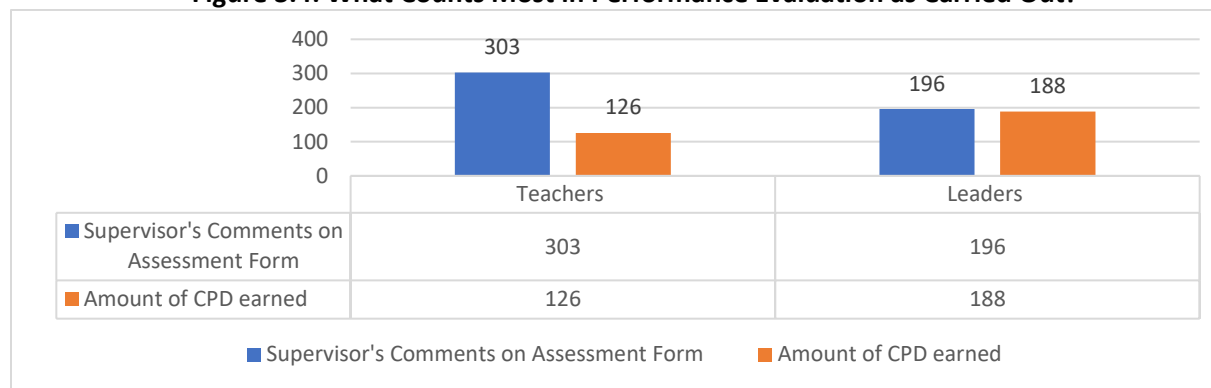Source: Authors' estimation from online surveys.

**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 3.5), 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 3.4, 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 3.5: 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 3.4: What Counts Most in Performance Evaluation as Carried Out?**



| | Teachers | Leaders |
|---|---|---|
| Supervisor's Comments on Assessment Form | 303 | 196 |
| Amount of CPD earned | 126 | 188 |

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 3.5, 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 3.6 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 3.5: Ability/Knowledge/Skill in the Use of Internet and Online Resources**



| | Excellent | Good | Poor | Very poor |
|---|---|---|---|---|
| ■ Teachers | 104 | 265 | 58 | 12 |
| ■ Leaders | 51 | 328 | 20 | 2 |
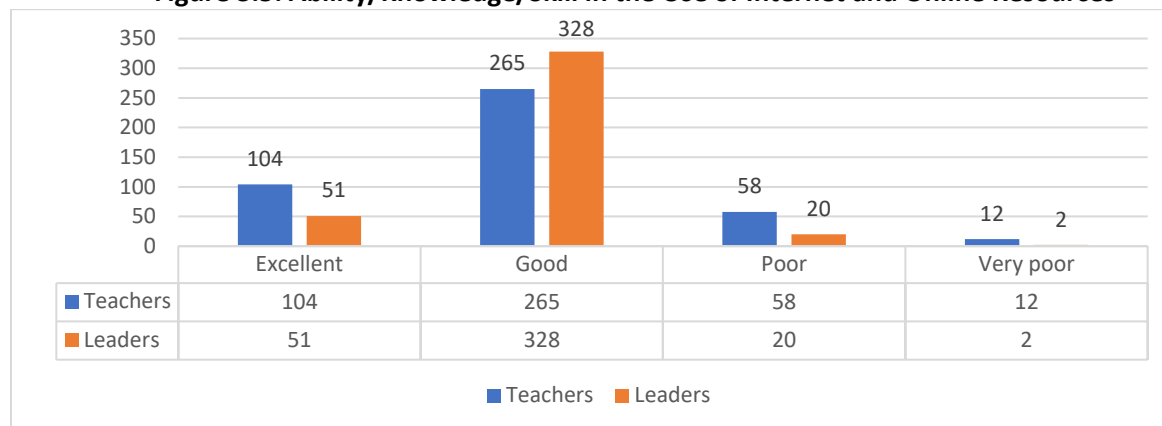
Source: Authors' estimation from online surveys.

**Table 3.6: Knowledge of CPD Portfolio, Ownership of Computer/Laptop/Handset, and Internet Access**

| | 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 provided in Table 3.7 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 3.8 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 3.7: Online Connectivity for Teachers and School Leaders**

| Questions & Responses | Teachers | Leaders |
|---|---|---|
| **Quality of mobile phone network in your location** | | |
| Good | 322 | 268 |
| Poor | 110 | 127 |
| Non-existent | 6 | 5 |
| Total | 438 | 400 |
| **Quality of internet connection in your location** | | |
| Good | 293 | 250 |
| Poor | 127 | 149 |
| Non-Existent | 12 | 3 |
| Total | 432 | 402 |
| **Most beneficial to access online teaching content/preparing lessons** | | |
| Official computer/laptop/tablet | 87 | 107 |
| Personal computer/laptop/tablet. | 286 | 277 |
| Total | 373 | 384 |
| **Electricity supply (public power supply or generator) in the school** | | |
| Yes | N/A | 112 |
| No | N/A | 289 |
| Total | N/A | **401** |

Source: Authors' estimation from online surveys.

**Table 3.8: Which Professional Development Program Do You Need the Most at the Moment?**

| Teachers | | Leaders | |
|---|---|---|---|
| Options | Yes | Option | Yes |
| 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 3.6 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 3.7 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 3.6: Ratings for the Supply of Teaching and Human Resources in the School**

| | Very sufficient | Sufficient | Insufficient | Very insufficient |
|---|---|---|---|---|
| Teachers | 27 | 164 | 224 | 25 |
| Leaders | 16 | 75 | 295 | 15 |
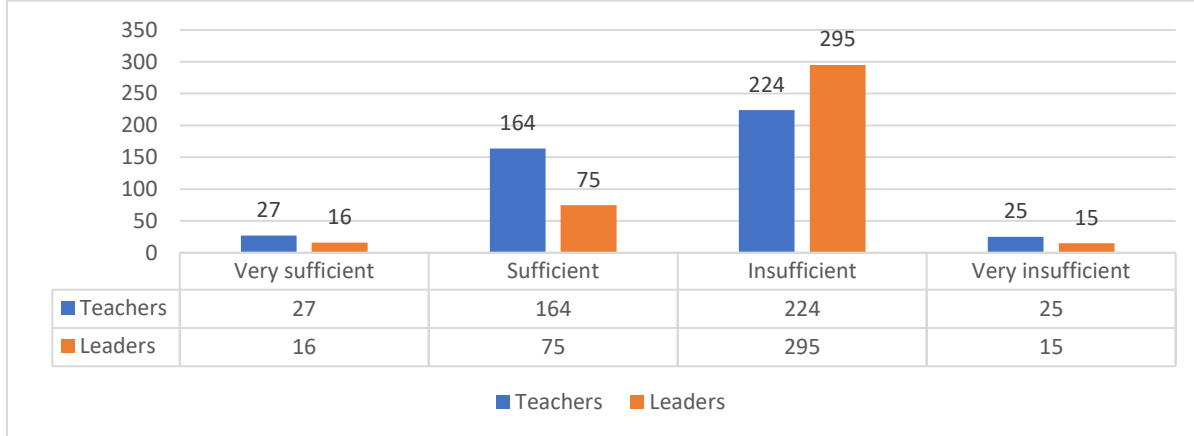
Source: Authors' estimation from online surveys.

**Figure 3.7: Areas of CPD Needed by School Leaders**

| Area | Value |
|---|---|
| Leading professional knowledge, practice and conduct in the school | 152 |
| Theories, principles and practices of management | 47 |
| Promotion school improvement, innovation and change | 81 |
| Generation of financial resources for the school | 87 |
| Supporting learners' enrolment and participation in school | 25 |
| Engaging and working with the community of the school | 9 |
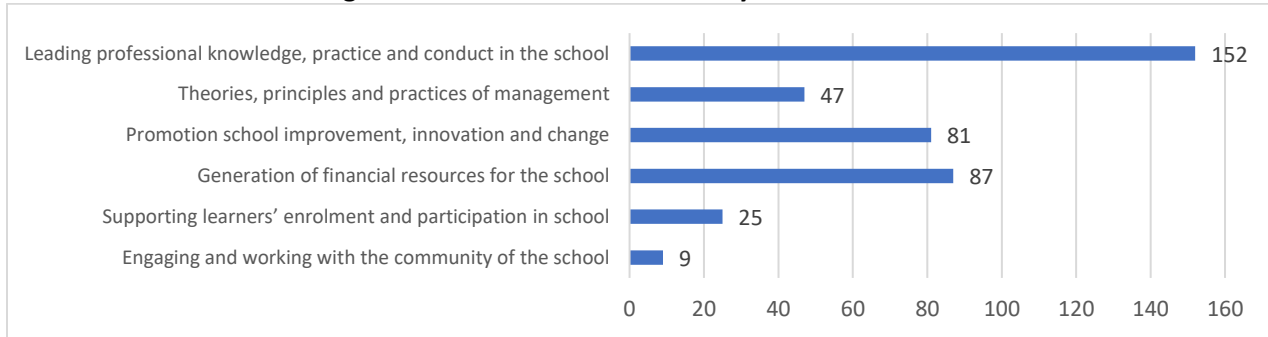
Source: Authors' estimation from online surveys.

## Priorities of Sierra Leone's Education Sector Plan, 2022-2026

**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.

## Summing up

**Pre-service teacher education faces multiple challenges that undermine its 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 and issues have been discussed in the Sierra Leone Education Sector Plan 2022-2026.

# CHAPTER 4: WORKING CONDITIONS

## Introduction

**Teacher motivation is key to teacher 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, but also their broader working conditions, and whether they believe that they have a realistic and rewarding career path ahead of them.

**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[19]. 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.

## Collective agreement

**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,

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[19] The preamble of the Agreement states: "*It is the intent and purpose of this Collective Agreement to promote peace and harmony in the working relationship between the Employers and the Union, to reduce conflict by harmonizing the aspirations of the Employers and persons covered by the Collective Agreement, to establish acceptable wages/salaries consistent with the existing cost of living, and with the financial resources of the Employers and the fair and reasonable conditions of employment, the Employers' ability to pay and the terms and conditions of service agreed by the parties. All parties must always prioritize the welfare and interest of the learners and agree to introduce a teacher attendance monitoring system with sanctions for absenteeism and non-cash incentives to promote good attendance; and introduce performance contract for school leaders*" (Sierra Leone, 2022).

Highly Accomplished and Distinguished Teacher. It goes further to list qualifications that shall be classified in line with the career path[20]. The basic structure of the career path is presented in Table 4.1

**Table 4.1: Criteria for Appointment Along the Teacher Career Path**

| 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[21], 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[22].

**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

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[20] As mentioned in the previous chapter, they are Lower Teachers' Certificate; Teachers Certificate (TC)/ Ordinary National Diploma (OND); Higher Teachers Certificate (HTC)/Higher National Diploma (HND); Graduate Teachers – B.Sc. General/BA/B.Ed/BA/B.Sc., with Post Graduate Diploma in Education (PGDE); Master General (MA/MSc. – STEM), Arabic and Modern Languages; Master and a Post Graduate Diploma in Education; master's in education.

[21] While this issue matters, a wide range of other issues are covered, including: Duration and application of the Agreement; Recognition of the rights of the employer and the Union; Engagement, tenure of office, and Register of Teachers; Salary, allowances and benefits of teachers; Types of leaves; Vacancies, promotions, and transfer; Redundancy compensation; Class size and workload; Termination of service; Evaluation and professional autonomy of teachers; Procedure for settlement of disputes and grievances; End of service, retirement, gratuity, and pension.

[22] The Agreement asserts that "*certificate of participation in educational and professional development programs of not less than two weeks' duration shall be recognized by the Employer and may be considered for promotion in compliance with the Professional Standards for teachers. Such … programs organized by either the Union or other educational agencies shall receive the support of the Ministry of Education and the Teaching Service Commission and may be given financial, material, or technical assistance by the Ministry of TSC"* (Sierra Leone, 2022).

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[23].

**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[24]). 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)[25].

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[23] Some of the other provisions of the Agreement include: (i) Composite salaries – Salaries shall be increased by 15% annually from 2023 to 2025, when the Agreement will be due for review; (ii) Definition of special subjects – Mathematics, Science, Agriculture, Technology, Arabic, French, Chemistry, Biology, and Physics; (iii) Protective Clothing Allowance – The school administrations shall provide teachers of Technical subjects, Science and Home Economics with protective clothing annually; (iv) Children's Education Facilities – The children of teachers who had taught for ten years *"shall be granted free education for not more than three of their children at Tertiary Education level"*; (v) Class size – The Agreement affirms that *"class size is an important variable affecting the teacher's ability to meet the individual needs of pupils in the classroom"* and shall ensure "safe, conductive learning environment with appropriate support from government at any time." In this regard also, classes will be established with appropriate number of pupils and students; (vi) Long Service Award – Teachers who have served ten years or more may receive a Long Service Award as may be decided by the employer in conjunction with other stakeholders.

[24] Each of these five areas has sub-areas as follows: Organization and management (Ability to plan, organize and manage workload; Ability to work systematically and maintain quality; Ability to manage others to achieve shared goals); Innovation and strategic thinking (Support school improvement; Ability to think broadly and demonstrate creativity; Originality in thinking); Leadership and decision making (Ability to initiate action and provide direction to others; Accept responsibility and decision making; Ability to exercise good judgement); Supporting and cooperating (Ability to work effectively with teams; Willingness to support others; Adherence to the Teacher Code of Conduct); and Maximizing and maintaining productivity (Ability to motivate and inspire students, Ability to cope with challenges). Below these rating items on the Perform Appraisal Forms are other items for evaluation such as: (i) "List/State at most five key in-service professional trainings received in the previous year to date: Institution/Date/Name of Training"; (ii) "Please rate the generic competency level based on the trainings provided above on a scale of 1 to 5"' and (iii) "Please identify/select the areas of training need."

[25] The policy states that the overall score of teachers shall consist of no less than 70 percent of the scores required to pass the evaluation. Again, rather than requiring the assessor to list names of trainings attended, the TDP Policy and CPD Framework should rely on a credit-based system for determining the worth of a teacher's professional development efforts. That way, the credits can be ascertained from the professional development portfolio of the

**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[26]. 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.

## Teacher awards

**Many Governments and regional entities have introduced 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

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teacher and entered as one figure as part of the evaluation scores, rather than listing trainings and courses which may have no comparative value across and among the teachers who attended various trainings and courses.

[26] Specifically, its functions include to: (i) Secure the greatest measures of co-operation between Employers and teachers for the development of teaching as part of the community's life; (ii) Negotiate wages, terms, and conditions of service for teachers; (iii) Minimize industrial conflicts by harmonizing the aspirations of Government and Employers and Teachers; (iv) Create mutual confidence and respect between Management and workers as it will serve their best interest; (v) Promote Management and Workers Education Programs designed to increase consciousness of each other's difficulties, improve skills, and achieve high productivity; and (vi) Look into all other matters relating to the welfare of its members (Sierra Leone, 2022).

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.

**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 therefore 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[27].

**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.

## Perceptions of teachers and school leaders

**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 asses 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).

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[27] The TSC Secretary stated that selection is based on the principles of inclusiveness and integration within the existing governmental system: *"Eligibility criteria for teachers … are: full-time trained and qualified primary and secondary school teachers in government and government-assisted schools…, consistent demonstration of high performance and dedication as teachers over at least uninterrupted 10 years of service, demonstration of a personal philosophy and belief that all students are capable of learning and achieving their full potential, and evidence of meeting professional standards … in the knowledge, practice and engagement domains"* (Sierraloaded, 2022).

**Figure 4.1: Ratings for the Staff Room or School Leader Office**
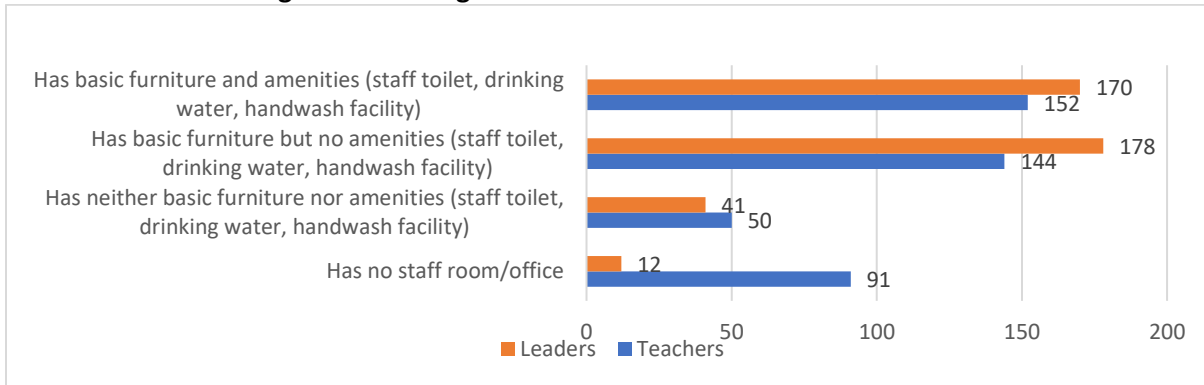


Source: Authors' estimation from online surveys.

**Figure 4.2: Ratings for the Physical Working Environment**



| | Very poor | Poor | Good | Excellent |
|---|---|---|---|---|
| Leaders | 3 | 13 | 322 | 61 |
| Teachers | 3 | 16 | 331 | 89 |

Leaders    Teachers
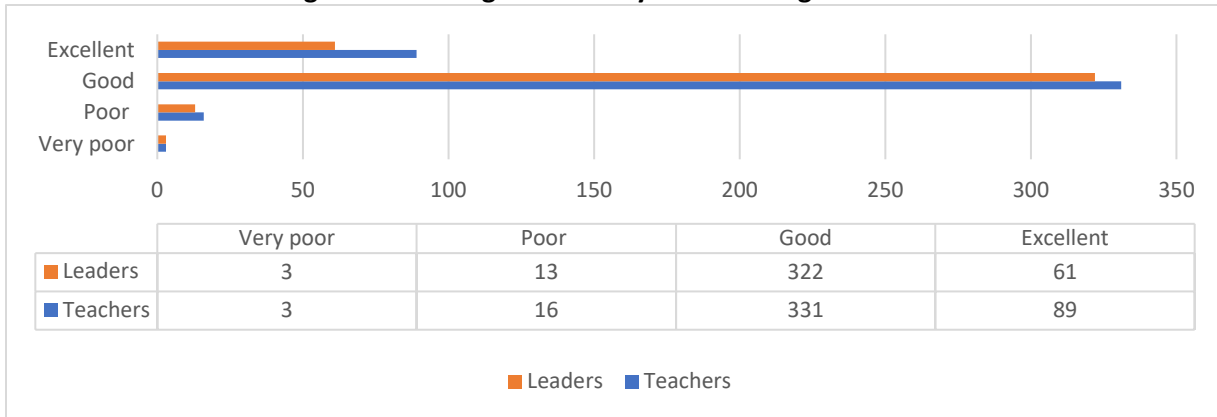
Source: Authors' estimation from online surveys.

**Figure 4.3: Rating for Working Relationships**



| | Very poor (A lot of conflict) | Poor (Not cordial) | Good (Cordial) | Excellent (Cordial and inspiring) |
|---|---|---|---|---|
| Leaders | 0 | 2 | 189 | 211 |
| Teachers | 2 | 6 | 262 | 165 |

Leaders    Teachers
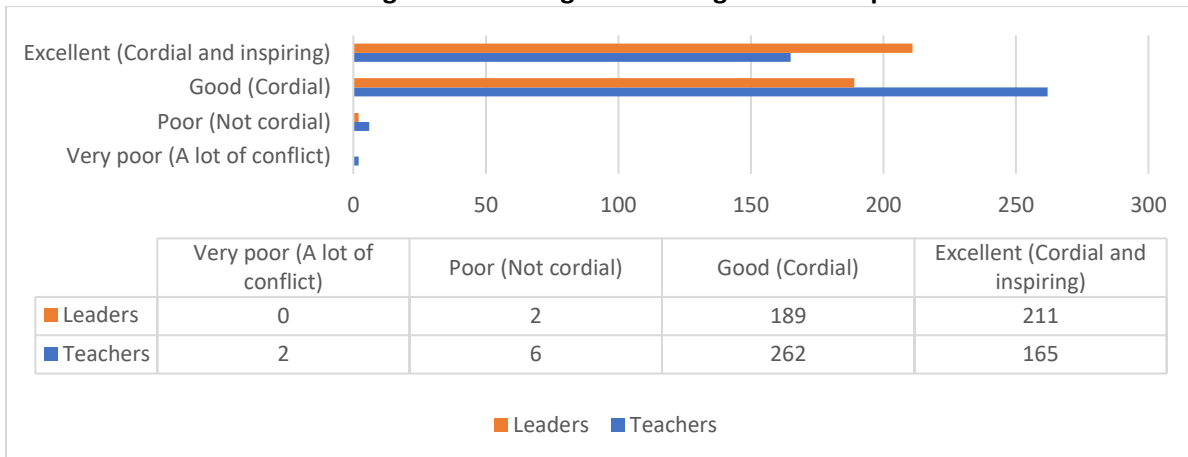
Source: Authors' estimation from online surveys.

**Figure 4.4: Ratings for Social Status and Job Satisfaction**



| | Teachers | Leaders |
|---|---|---|
| Social status | 3.37 | 3.34 |
| Job satisfaction | 3.05 | 3.3 |
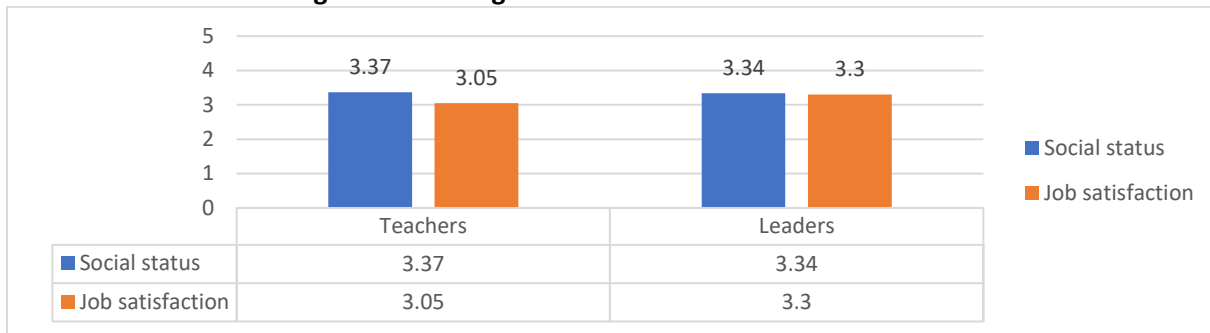
Source: Authors' estimation from online surveys.

**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 4.2 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 4.2: Payment of Salary and Other Issues**

| | Teachers | | | Leaders | | |
|---|---|---|---|---|---|---|
| Questions | 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.

## Summing up

**The Collective Agreement signed by TSC and the Teacher Union 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.

# CHAPTER 5: COMPARATIVE PERSPECTIVE FOR WEST AFRICA

## Introduction

**Progress made by Sierra Leone towards establishing professional standards and competencies for teachers and school leaders can be compared to the situation in other West African countries.** A comparative analysis is being conducted across ECOWAS countries to assess their progress towards (1) adopting a National Framework of Teaching Standards and Competencies; (2) improving teacher education; and (3) ensuring good working conditions for teachers. As noted in Box 5.1, ECOWAS has not produced guidance on professional standards and competencies for teachers and school leaders, hence the framework used for analysis remains that of the African Union. The objective of the regional analysis is to (i) investigate the familiarity of countries 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; (iv) explore issues for teacher education; and (v) consider teachers' working conditions.

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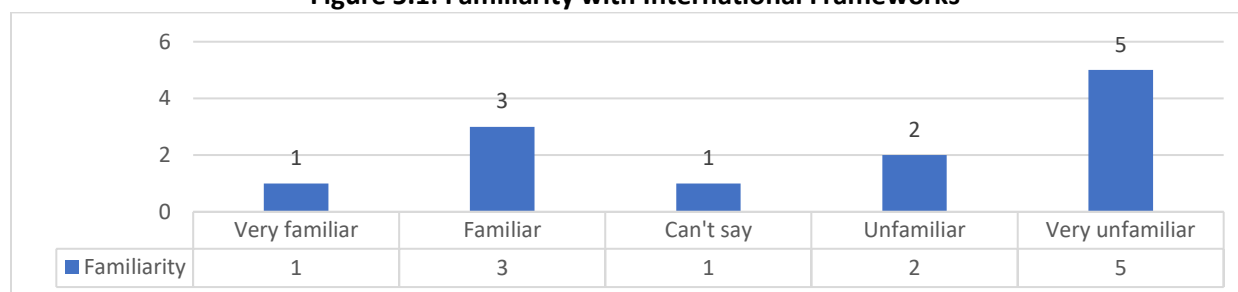**Box 5.1: Frameworks and Data Collection at ECOWAS**

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.

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**Results presented in this chapter should be considered as illustrative only and preliminary.** 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 5. 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 the West Africa study is being finalized and senior officials from more countries respond to the online survey.

## Professional standards and competencies for teachers and school leaders

**Officials in Sierra Leone are more familiar with the UNESCO/Education International and African Union frameworks on professional standards and competencies than other countries.** Officials were asked about their level of familiarity with the UNESCO/Education International and African Union Commission (AUC) frameworks. As shown in Figure 5.1, 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 frameworks[28]. Officials were also asked whether they had read key documents listed in Table 5.1. Again, while most officials had not read those documents, officials from Sierra Leone indicated that they had read quite a few of them.

**Figure 5.1: Familiarity with International Frameworks**



| | Very familiar | Familiar | Can't say | Unfamiliar | Very unfamiliar |
|---|---|---|---|---|---|
| ■ Familiarity | 1 | 3 | 1 | 2 | 5 |

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

**Table 5.1: Number of Respondents According to Whether They Read the Documents Listed**

| 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 art at different stages of the development of standards for teachers and school leaders. This is shown in Table 5.2. For teachers, five countries including Sierra Leone have completed their standards, while for school leaders, only three countries have, again including Sierra Leone. In terms of dissemination of the standards, countries that have completed their standards typically have posted them on the web (this is the case for Sierra Leone),

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[28] 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.

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 leaders[29]. 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 Nigeria[30].

**Table 5.2: Stage of Development of Professional Standards by Country**

| 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 5.2, 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 Union[31].

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[29] 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.

[30] 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.

[31] 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.

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 5.2: Alignment of Domains for Standards with the African Union Framework**
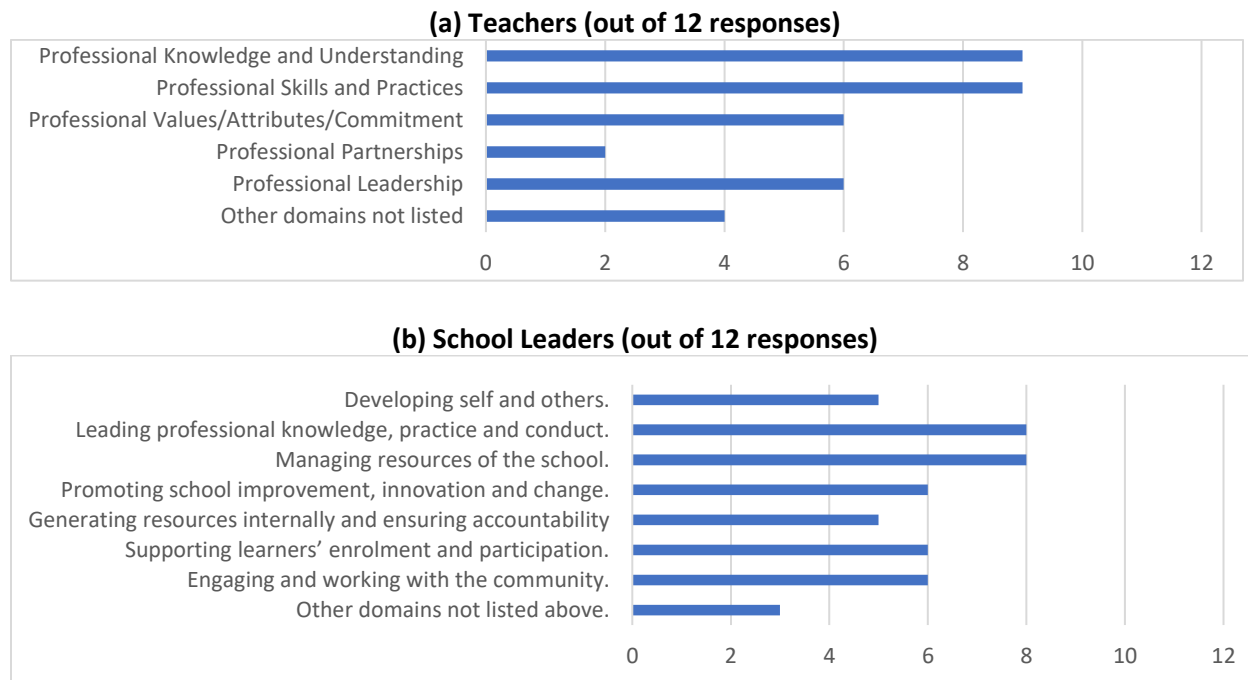
**(a) Teachers (out of 12 responses)**



**(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. Tables 5.3 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 5.3: Number of Career Stages for Teachers and School Leaders in the Various Countries**

| 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

5.3 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 respondents[32].

**Figure 5.3: Type of Body Regulating the Teaching Profession**
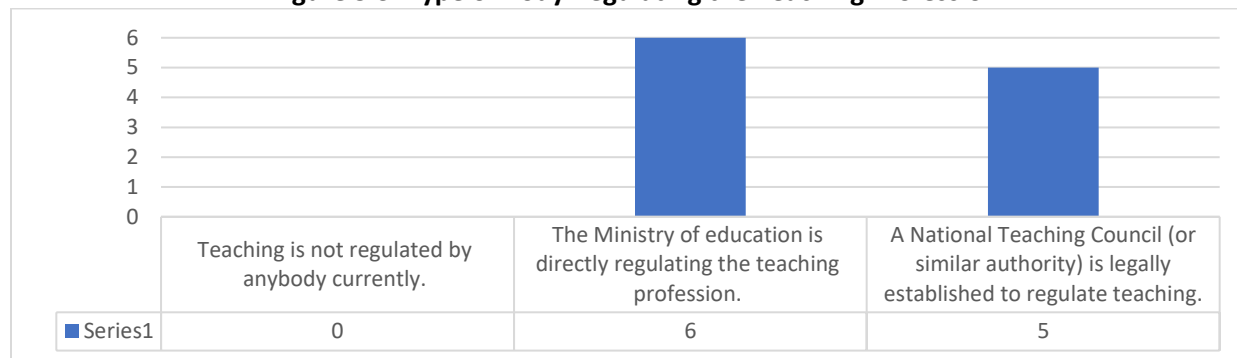
| | Teaching is not regulated by anybody currently. | The Ministry of education is directly regulating the teaching profession. | A National Teaching Council (or similar authority) is legally established to regulate teaching. |
|---|---|---|---|
| ■ Series1 | 0 | 6 | 5 |

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

**Figure 5.4: Teacher Registration, Licensing, and Competency Examination**

| | They are professionally registered. | They are professionally licensed. | They write licensing examinations. |
|---|---|---|---|
| ■ Basic Education | 6 | 5 | 3 |
| ■ Senior Secondary Certificate | 6 | 5 | 2 |

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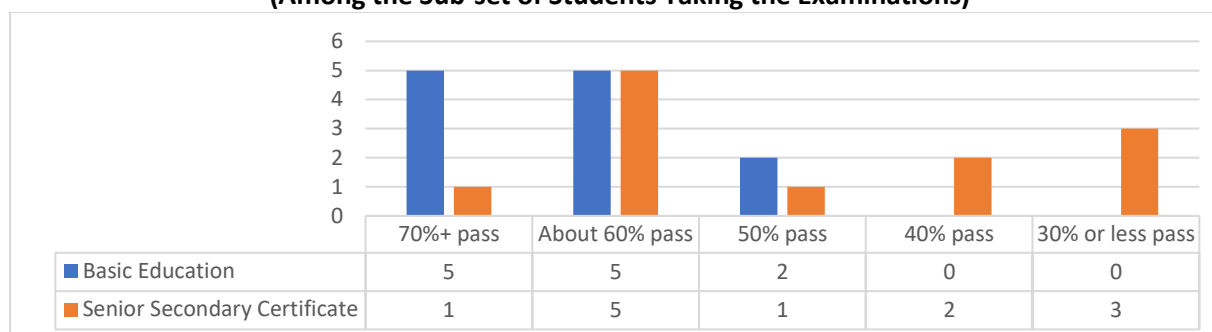
## Teacher education

**As mentioned earlier, most countries in sub-Saharan Africa face a deep learning crisis.** Learning poverty is measured as the share of children aged 10 not able to read and understand a simple age-appropriate text (World Bank et al., 2022). In West African countries, that share is estimated at 56 percent for Benin, 69 percent for Senegal, 74 percent for Burkina Faso, 82 percent for Togo, 83 percent for Côte d'Ivoire and Guinea, 90 percent for Mali and Niger, 94 percent for Chad, and 95 percent for Mauritania. Only Gabon

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[32] 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.

has a substantially lower share of children in learning poverty at 31 percent (data are not available for Sierra Leone). 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 5.5. Many countries have low pass rates, especially for secondary school certification examinations. Given that many children drop out of school before taking these examinations, the data confirm that educational achievement and as a result attainment remain in the sub-region among the lowest in the world.

**Figure 5.5: Pass Rates in Basic Education and Senior Secondary Certification Examinations (Among the Sub-set of Students Taking the Examinations)**



|  | 70%+ pass | About 60% pass | 50% pass | 40% pass | 30% or less pass |
|---|---|---|---|---|---|
| ■ Basic Education | 5 | 5 | 2 | 0 | 0 |
| ■ Senior Secondary Certificate | 1 | 5 | 1 | 2 | 3 |

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 5.4, 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 across countries. 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 5.4: Norms and Practice for Teaching Qualifications by Country**

| 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 5.5 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 5.5: Teachers on Government Payroll, Unqualified Teachers, and Pupil-Teacher Ratios**

| 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).

Half of the countries struggle in generating enough teachers to meet their needs, although for various reasons. Respondents 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 5.6, 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 5.6: Factors Contributing to a Lack of Qualified Teachers to Meet Country Needs**
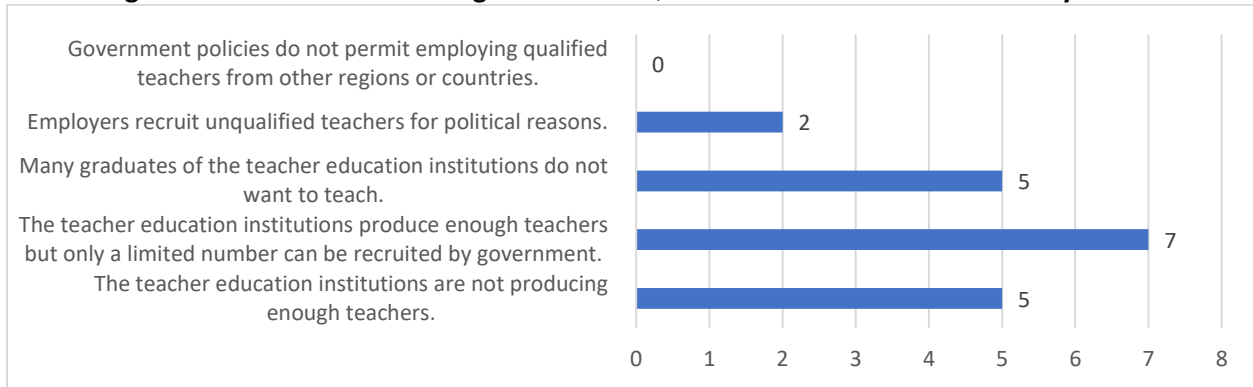


Source: Authors' estimation with West Africa online survey (survey still on going – preliminary results).

**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.** As shown in Table 5.6, 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 5.7, 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 5.6: Existence of a CPD Framework and Utilization of CPD**

| 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 5.7: Share of Teachers in Public Basic and Secondary Schools Trained in Last Three Years**
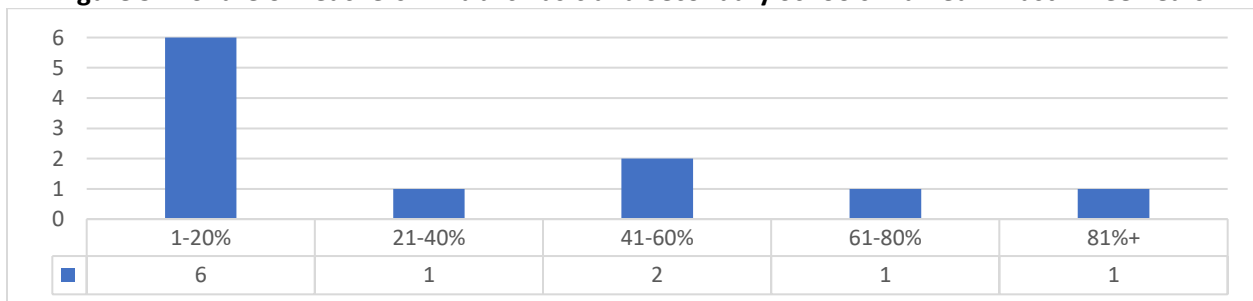


| | 1-20% | 21-40% | 41-60% | 61-80% | 81%+ |
|---|---|---|---|---|---|
| ■ | 6 | 1 | 2 | 1 | 1 |

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

## Working conditions

**The West Africa survey did not have many questions on the working conditions of teachers, but data were gathered on the existence of Teacher Awards and the 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.

**Feedback from key informant interviews confirm 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 are related to the implementation of the career path, related policies, and other requirements arising from the adoption of international frameworks.

## Summing up

**To complement the situational analysis conducted for Sierra Leone in this study, comparative data were collected for other West African counties.** This chapter examined the same three key issues covered by the situation analysis, namely: the National Framework of Teaching standards and Competences, Teacher education, and Teacher Working Conditions. 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.

**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 competences, 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. The dominant teacher qualification remains the two-year Teachers' Certificates with many countries having no or few requirements to admit candidates into pre-service teacher education. Some countries have large shares of unqualified teachers. On working conditions, respondents rate the social status and job satisfaction of teachers at low levels. Finally, 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.

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# ANNEXES

## ANNEX 1: KEY FINDINGS AND ASSOCIATED RECOMMENDATIONS

| | |
|---|---|
| Key Finding 1: 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. |
| Key Finding 2: 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. |
| Key Finding 3: 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. |
| Key Finding 4: 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. |
| Key Finding 5: 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) *Global Framework of Professional Teaching Standards.* |
| 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. |
| Key Finding 6: 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 ne aligned). |
| Recommendation | TSC requires increased funding from government and continued support from critical stakeholders including donor agencies and development partners. |
| Key Finding 7: 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. |
| Key Finding 8: 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 |

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| | towards building adequate ICT infrastructure as well as building the capacity of staff and teachers to take the full benefit of digital operations. |
| Key Finding 9: 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. |
| Key Finding 10: 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. |
| Key Finding 11: 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). |
| Key Finding 12: 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. |
| Key Finding 13: 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. |
| Key Finding 14: 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. |

| Key Finding 15: 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. |
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| 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. |
| Key Finding 16: 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. |
| Key Finding 17: 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. |
| Key Finding 18: 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. |
| Key Finding 19: 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. |
| Key Finding 20: 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. |
| Key Finding 21: 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. |

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| 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. |
| Key Finding 22: 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. |
| Key Finding 23: 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. |
| Key Finding 24: Teachers and leaders need CPD in teaching methodology and the use of technologies. | For the teachers, a key demand is capacity building in teaching methodology, followed by capacity building in the use of education technologies and online 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. |
| Key Finding 25: 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. |
| Key Finding 26: Schools need more teaching and learning resources and staffing/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. |
| Key Finding 27: 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. |
| Key Finding 28: The Collective Agreement between TSC and SLTU may | 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 |

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| help the professionalization of teaching. | 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. |
| Key Finding 29: 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. |
| Key Finding 30: 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. |
| Key Finding 31: 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. |
| Key Finding 32: 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. |
| Key Finding 33: 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. |
| Key Finding 34: 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. |
| Key Finding 35: 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. |
| Key Finding 36: 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 m monitored to raise the social status and job satisfaction of teachers and leaders. |

Source: Compiled by the authors.

**ANNEX 2: SELECTED FINDINGS FROM A 2018 ANALYSIS FOR THE TEACHER SERVICE COMMISSION**

1. In principle, the current [2016] size of the teaching force at 63,535 teachers is surplus to requirements. It yields a pupil-teacher ratio (PTR) of 32:1 that is well below almost all African countries, and below the target of 40:1 set in the ESP. This size is also unaffordable. The teacher payroll is the largest item in an annual budget that is prone to shortfalls. Yet this payroll covers only 34,643 teachers and it clearly cannot afford to include all teachers. Teachers in 30 per cent of all schools (including 62 per cent of community schools) are not included in the payroll because these schools are "unapproved".

2. Between 2004/5 and 2010/11 the size of the teaching force doubled for primary schools and tripled for secondary schools, to cater for expansion of the system. This created a financial time bomb that has still not been diffused. Payroll cleaning will stop corrupt practices but will not change government's inability to pay salaries for all genuine teachers in the system.

3. There is a disproportionate and persistent gender imbalance in the system. Male teachers make up 73 per cent of the teaching force on average. This imbalance may be part of the spike in teacher recruitment of 2004/5 to 2010/11. It starts at primary level with 29 per cent female teachers. It gets worse at JSS and SSS levels with only 16 per cent and 11 per cent of female teachers respectively.

4. The teaching force has a quality problem with an average 34 per cent of all teachers classified as unqualified/untrained. The problem is most serious at the primary level where 42 per cent of teachers are unqualified, compared to JSS and SSS levels, where 27 per cent and 12 per cent respectively of teachers are classified as unqualified. A further 10 per cent of JSS teachers and 30 per cent of SSS teachers are classified as under-qualified for these levels. But there is a positive trend with the percentage of unqualified teachers declining from 45 per cent in 2010 to 34 per cent in 2016.

5. Based on the performance of pupils in public tests and examinations, the teaching force in Sierra Leone is of poor quality. Results for EGRA/ EGMA, NPSE, BECE, WASSCE are poor and not getting better. TSC/MEST may wish to recruit a task force of "trouble-shooting" teachers, to provide temporary support for schools with the worst results in various subjects.

6. The teaching force lacks significant numbers of mature and seasoned teachers. One third of the teachers are less than 30 years old, and two thirds are below 46 years old. Most teachers are therefore young or middle-aged. This suggests that teaching is not being treated as a lifelong career in which most professionals stay on to retirement.

7. There is a lack of career pathways that must discourage innovation amongst the teachers in Sierra Leone. Teachers are concerned that their profession is becoming a "dead end" job with limited prospects for advancement in their career. There is also a lack of transparency in applying rules/regulations for recruitment and promotion. This creates a dissonance between the official rhetoric about procedures and the reality of what happens in practice.

8. Teachers are currently getting confusing messages on what is expected of them as professionals; with two distinct sets of expectations inadvertently competing for ascendancy. A minimalist set of expectations stresses content and pedagogy (what to teach and how to teach), including a donor-funded project on the use of prescribed lesson plans. A maximalist set of expectations has a wider array of competencies including why teach and what is the outcome of successful teaching. This continues to be an integral part of three-year teacher education courses.

9. There is a disturbing disconnect between the needs of learners as highlighted in the new curriculum framework and teaching syllabuses for basic education, and the pre-service teacher education courses. Pre-service teacher education courses have not yet included the new basic education curriculum and syllabuses in their work.

10. Teacher education institutions do not have provision to follow their graduates into the schools to assess early performance and use feedback to improve on teacher education courses. Graduating students are on their own, as the teacher education institutions have nothing more to do with them after graduation.

Source: Wright (2018).

**ANNEX 3: LIST OF OFFICIALS FOR KEY INFORMANT INTERVIEWS**

| Name | Position | Organization |
|---|---|---|
| Prof. Yatta Kanu | Chief Education Officer | Ministry of Basic and Senior Secondary Education |
| Sia Fasuluku | 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 | Tertiary Education Commission |
| Josephus Sawyer | Ag. Executive Secretary | |
| Nadia Parkinson | APNIC Manager | |
| Max F. Sengu | Director, Kono District | Teaching Service Commission |
| Lansana Rogers | Director, Pujehun District | |
| J. E. Renner | Director, Western Area | |
| Tamba Bockarie | Director, Kenema District | |
| Paul Kamara | Director, Kambia District | |
| Marray Samuel Kamara | Head, Certification and Qualification | National Council for Technical, Vocational and Other Academic Awards |
| Morlai Mansaray | Deputy Examinations Officer | |
| Celeste Steley | Chief of Section, Education | UNICEF |
| 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.

**ANNEX 4: ONLINE QUESTIONNAIRE FOR TEACHERS**

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 sometime 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**

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

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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 sometime 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.

**ANNEX 6: 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).
    a. None
    b. One
    c. Two
    d. Three
    e. Four
    f. Five
    g. Six
    h. Seven
    i. 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?
    a. Beginner
    b. Proficient
    c. Expert
    d. Distinguished
    e. 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).
    a. None
    b. One
    c. Two
    d. Three
    e. Four
    f. Five
    g. Six
    h. Seven
    i. 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).
    a. Beginner
    b. Proficient
    c. Expert
    d. Distinguished
    e. 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).
    a. Still planning to distribute
    b. Have distributed to the schools
    c. Have distributed to individual teachers and school leaders
    d. 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).
    a. Still planning to distribute
    b. Have distributed to the schools
    c. Have distributed to individual teachers and school leaders
    d. Have made copies available on the website
28. Which of the following is correct about the regulation of teaching in your country?
    a. A National Teaching Council (or similar authority) is legally established to regulate teaching
    b. The Ministry of education is directly regulating the teaching profession
    c. 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?
    a. Yes
    b. No
30. Which of the following apply to teachers in your country?
    a. They are professionally registered.
    b. They are professionally licensed.
    c. They write licensing examinations.
31. Which of the following apply to school leaders in your country?
    a. They are professionally registered.
    b. They are professionally licensed.
    c. They write licensing examinations.
32. Which of the following is the minimum teaching qualification in your country?
    a. One-year teacher education programme
    b. Two-year teacher education programme (Teachers' Certificate/Diploma)
    c. Three-year teacher education programme (Higher Teachers' Certificate/Higher National Diploma/Certificate in Education)
    d. 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?
    a. None
    b. One
    c. Two
    d. Three
    e. Four
    f. Five
34. What is the highest proportion of teacher qualification at the Basic Education level?
    a. One-year teacher education programme
    b. Two-year teacher education programme (Teachers' Certificate/Diploma)
    c. Three-year teacher education programme (Higher Teachers' Certificate/Higher National Diploma/Certificate in Education)
    d. Four-year teacher education programme (degree or equivalent)
35. Does the country have a Higher Education Authority responsible for accrediting higher education programmes?
    a. Yes
    b. No
36. Are the teacher education programmes accredited by the Higher Education Authority?
    a. Yes
    b. No
37. How many teacher education institutions (colleges, polytechnics and universities) are there in your country?
    a. 1-10
    b. 11-20
    c. 21-30
    d. 31-40
    e. 41-50
    f. 51 +
38. Are the teacher education institutions in your country producing sufficient number of teachers to fill the teacher gap in the schools?
    a. Yes
    b. No
39. What could be the major reason(s) for qualified teacher gap (if any) in the school? (Multiple choice is possible).
    a. 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

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