



# **Teacher policy development in Sub-Saharan Africa**

**Review of the use  
of the Teacher Policy Development Guide**

*DRAFT - December 2021*

## Table of contents

<b>List of Tables .....</b>	<b>3</b>
<b>List of Boxes .....</b>	<b>3</b>
<b>List of Figures .....</b>	<b>3</b>
<b>List of Abbreviations .....</b>	<b>4</b>
<b>PART 1: KEY FINDINGS AND RECOMMENDATIONS .....</b>	<b>5</b>
1.1 How this review was conducted .....	7
1.2 Key findings.....	8
Process of developing policy .....	8
Content of national teacher policies .....	9
How the Guide was used.....	9
Support from partners.....	10
1.3 Recommendations.....	10
For National Governments.....	11
For Development Partners.....	11
For the Teacher Task Force and UNESCO.....	12
<b>PART 2: TEACHER POLICY PROCESS, SUPPORT AND CONTENT .....</b>	<b>13</b>
2.1 Putting teachers at the core of the global education agenda .....	13
2.2 Managing a policy development process based on collaboration.....	15
Structures and mechanisms to ensure stakeholder involvement.....	16
Including stakeholders in policy development.....	18
Involvement of teachers, teacher unions and their representatives .....	20
2.3 How the Teacher Policy Development Guide was used .....	21
Content: Countries found the nine dimensions useful.....	22
Process: Countries used the Guide to help steer consultation.....	22
Areas for improvement.....	23
Use of complementary resources .....	24
2.4 How national and international partners supported the policy process.....	24
Regional workshops .....	25
2.5 Unpacking national policy content in selected countries .....	26
Framing the teacher policy: vision .....	26
Policy content: Adapting the Guide's dimensions.....	27
Teacher policy implementation.....	28
<b>PART 3: SYNOPSIS OF COUNTRY CASE STUDIES .....</b>	<b>30</b>
3.1. Benin.....	30
3.2. Burkina Faso .....	31
3.3. Ghana.....	33
3.4. Guinea.....	36
3.5. Lesotho.....	38
3.6. Madagascar .....	40
3.7. Malawi.....	42
3.8. Togo.....	43
3.9. Uganda.....	45
<b>Appendix 1: Questionnaire – Review of National Teacher Policy Development .....</b>	<b>49</b>
<b>Appendix 2: Interview schedule .....</b>	<b>51</b>
<b>References.....</b>	<b>52</b>

## List of Tables

TABLE 1: STAGES OF COUNTRIES IN DEVELOPING A TEACHER POLICY .....	16
TABLE 2: IMPROVEMENTS TO THE GUIDE SUGGESTED BY COUNTRY PARTNERS .....	23
TABLE 3: STATUS AND CONTENT OF NATIONAL TEACHER POLICY .....	26
TABLE 4: TEACHER STANDARDS IN NATIONAL POLICIES .....	28
TABLE 5: NATIONAL POLICIES IN BENIN THAT INFLUENCE TEACHERS AND TEACHING ALIGNED TO THE GUIDE.....	30
TABLE 6: NATIONAL POLICIES IN GHANA THAT INFLUENCE TEACHERS AND TEACHING ALIGNED TO THE GUIDE .....	34
TABLE 7: NATIONAL POLICIES IN GUINEA THAT INFLUENCE TEACHERS AND TEACHING ALIGNED TO THE GUIDE .....	36
TABLE 8: NATIONAL POLICIES IN LESOTHO THAT INFLUENCE TEACHERS AND TEACHING ALIGNED TO THE GUIDE.....	38
TABLE 9: NATIONAL POLICIES IN MADAGASCAR THAT INFLUENCE TEACHERS AND TEACHING ALIGNED TO THE GUIDE .....	41
TABLE 10: NATIONAL POLICIES IN MALAWI THAT INFLUENCE TEACHERS AND TEACHING ALIGNED TO THE GUIDE .....	<b>ERROR! BOOKMARK NOT DEFINED.</b>
TABLE 11: NATIONAL POLICIES IN TOGO THAT INFLUENCE TEACHERS AND TEACHING ALIGNED TO THE GUIDE .....	44
TABLE 12: NATIONAL POLICIES IN UGANDA THAT INFLUENCE TEACHERS AND TEACHING ALIGNED TO THE GUIDE.....	46

## List of Boxes

BOX 1: COUNTRY-SPECIFIC POLICY STRUCTURES .....	17
BOX 2: COUNTRIES' EXPERIENCES OF DIALOGUE .....	19
BOX 3: NATIONAL GOVERNMENT SUPPORT IN GHANA AND UGANDA .....	19
BOX 4: COUNTRY-SPECIFIC POLICY PROCESS CHALLENGES .....	18
BOX 5: INVOLVEMENT OF TEACHER UNIONS AND TEACHERS .....	20
BOX 6: IMPLEMENTATION ISSUES FOR SEPARATE DEVELOPMENT .....	24
BOX 7: VISIONS OF TEACHER POLICY .....	27

## List of Figures

FIGURE 1: CONCEPTUAL ORIENTATION OF STUDY .....	15
FIGURE 2: POLICY PROCESS STRUCTURES.....	18
FIGURE 3: USE OF THE TEACHER POLICY DEVELOPMENT GUIDE (ALL COUNTRIES).....	17
FIGURE 4: ADAPTING THE TEACHER POLICY DIMENSIONS OF THE GUIDE IN TOGO .....	28

## List of Abbreviations

AU-CESA	African Union Continental Education Strategy for Africa
CapED	Capacity Development for Education Programme
CNSE	Coordination nationale des syndicats de l'éducation
CPD	Continuous professional development
DFID	Department for International Development
ECCE	Early childhood care and education
EFA	Education for All
EI	Education International
ENT	National Technical Inter-Ministerial Team
GES	Ghana Education Service
GHS	Ghana Health Service
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GSS	Ghana Statistical Service
GTTF	Ghana Teacher Task Force
HDI	Human Development Index
IICBA	International Institute for Capacity Building in Africa
ILO	International Labour Organization
JICA	Japanese International Cooperation Agency
LCE	Lesotho College of Education
MASSN	Ministry for Social Action and National Solidarity
MBEL	Ministry of Basic Education and Literacy
MEN	Ministry of National Education
MESSRS	Ministry of Secondary and Higher Education and Scientific Research
MOET	Ministry of Education and Training
NFP	National focal point
NPO	National project office
NTC	National Teacher Council
NTI	Norwegian Teacher Initiative
NTP	National Teacher Policy
NUL	National University of Lesotho
PASE 1	Education Sector Adjustment Programme
PDF	Policy Dialogue Forum
PND	National Development Plan
PNDPE	National Policy for Early Childhood Development
PNFICEES	National Initial and Continuing Education Policy for Elementary and Secondary Teachers
PSE	Sector Plan for Education
PSMP	Public Service Modernization Project
PTPDM	Pre-Tertiary Teacher Professional Development and Management
RESEN	State Report on National Education System
SABER	Systems Approach for Better Education Results
SC	Steering committee
SDGs	Sustainable Development Goals
TC	Technical committee
TDMS	Teacher Development Management System
TEACH	Teacher Enhancement Aspirations Career Harmony
TISSA	Teachers Initiative in Sub-Saharan Africa
TOR	Terms of reference
TPDG	Teacher Policy Development Guide
TSD	Teacher Services Department
TTF	International Task Force on Teachers for Education 2030
TTISSA	Teacher Training Initiative for Sub-Saharan Africa
TU	Teacher union
TVET	Technical and Vocational Education and Training
UIS	UNESCO Institute for Statistics
UNDP	United Nations Development Programme
UNESCO	United Nations Education, Scientific and Cultural Organization
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Emergency Fund
UNITE	Uganda National Institute of Teacher Education
USAID	United States Agency for International Development

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## PART 1: KEY FINDINGS AND RECOMMENDATIONS

This report examines the use of the Teacher Policy Development Guide (TPDG, or the Guide) in sub-Saharan African countries to design and develop national teacher policies. It emphasises how the Guide has been used to identify hurdles, pinpoint best practices and provide guidance in teacher policy development. The report provides recommendations for national stakeholders on policy development, for partners on ways to support countries and for the International Task Force on Teachers for Education 2030 (Teacher Task Force, TTF) on ways to improve the Guide and its use.

Within the Education 2030 Framework for Action, the TTF focuses on target 4.c of the Sustainable Development Goals (SDGs): ‘By 2030, substantially increase the supply of qualified teachers, including through international cooperation for teacher training in developing countries, especially least developed countries and small island developing States.’

As part of this work, the Teacher Policy Development Guide was developed to help countries create holistic and comprehensive national teacher policies. It was produced by the Teacher Task Force in collaboration with the United Nations Education, Scientific and Cultural Organization (UNESCO) Teacher Development Section. Further contributions and feedback were provided by UNESCO Institutes, Regional Bureaux, the TTF Steering Committee and external partners.<sup>1</sup>

The guide discusses how countries can develop a comprehensive policy. It contains important information related to:

- i) contextualizing a policy within the existing national policy frameworks;
- ii) interconnected dimensions related to teachers;
- iii) different phases of policy development
- iv) implementation of the policy.

The first section of this report summarizes the methodology used to review national teacher policy development work. It reports the main findings and provides specific recommendations for governments and development partners involved in developing national teacher policies. It also includes recommendations on how to improve the Guide.

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

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

Methodological tools, including the questionnaire and interview schedules used with the national focal points (NFPs), are provided in appendices.

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<sup>1</sup>At the time of the research, the full version of the Guide had not been published, although some countries had access to unpublished versions. The full version of the Guide was published in late 2019. Prior to then, all countries had access to the summary version of the Guide.

## 1.1 How this review was conducted

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

The International Task Force on Teachers for Education 2030, also known as the Teacher Task Force (TTF), was created in 2008. Previously known as the International Task Force on Teachers for Education for All, it was renamed in 2015 to reflect its realignment with the Sustainable Development Goals, particularly SDG 4: ‘Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all’.

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

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

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

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

The countries examined include both TTF-supported countries (Benin, Guinea, Lesotho, Madagascar and Togo) and those covered by the Norwegian Teacher Initiative (NTI: Burkina Faso, Ghana, Malawi and Uganda), a project coordinated by UNESCO to strengthen multi-partner cooperation to support teacher policy and improve learning.<sup>2</sup> The desk research included a review of policies, strategies, education plans and teacher-related documents. Most countries included in the review already had a national teacher policy or had begun a policy development process. Designated national focal points in education ministries in the participating countries provided related documentation.

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<sup>2</sup> Coordinated by UNESCO and the TTF, the NTI brought together stakeholders including the Norwegian Agency for Development Cooperation, Education International, the Global Partnership for Education, the International Labour Organization, the United Nations High Commissioner for Refugees, the United Nations Children's Fund and the World Bank. Its pilot phase was carried out between 2017 and 2019 and targeted Burkina Faso, Ghana, Malawi and Uganda. See <https://en.unesco.org/themes/teachers/nti>.



To collect further information from each country, national focal points completed a questionnaire (Appendix 1) and were interviewed along with several key individuals involved in the teacher policy process, including policy-makers, representatives from teachers' unions and UNESCO national project offices (NPOs) (Appendix 2).

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

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

## 1.2 Key findings

Of the nine countries reviewed in this report, six have concluded the policy process. Of these, three (Benin, Burkina Faso and Togo) still have their teacher policies pending approval, while in Ghana, Madagascar and Uganda, the policies have been approved by the Government. In the case of Uganda, it is now implementing its new teacher policy. The policies in Guinea, Lesotho and Malawi are still in development. Of these, the necessary structures and mechanisms for producing a policy have been established, including basic mapping of country priorities and needs.

### Process of developing policy

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

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

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



All countries acknowledged the importance of social dialogue to involve teachers and their representatives in consultations and negotiations.<sup>3</sup> But although structures and procedures to encourage social dialogue do exist, there are concerns about how effective they are in ensuring robust teacher participation. There was the perception that more effort is needed to incorporate teachers and unions, since they are among the critical front-line actors in implementing teacher policy.

International development partners also play a critical role in supporting national policy development processes. In Ghana, for example, alongside the NTI multi-partner cooperation framework, international development partner assistance was perceived to be steered strongly by national-level policy actors and determined by nationally identified priorities.

### Content of national teacher policies

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

**Content:** Across all countries reviewed, teacher policy content covered the nine dimensions included in the Guide: teacher recruitment and retention; teacher education (initial and continuing); deployment; career structures/paths; teacher employment and working conditions; teacher reward and remuneration; teacher standards; teacher accountability; and school governance. However, across these nine dimensions, the principles that underpinned the policy were not always explicit in the strategies and options proposed.

A clear commitment to social dialogue was evident in all policies, but particularly so in Benin, Ghana, Guinea and Togo, which included an additional dimension in their policy on social dialogue.

All countries recognized the centrality of teachers and developed structures to ensure their input, but the pedagogical autonomy of teachers was rarely seen as central to the quality of teaching. Benin was one exception, which was reflected by the addition of a dimension on teacher autonomy within its teacher policy.

**Challenges:** More attention is needed to ensuring policy visions are articulated in implementable strategies. Moreover, issues of equity, especially related to gender, also need to be better addressed.

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

### How the Guide was used

All countries that were part of the study: Benin, Burkina Faso, Ghana, Guinea, Lesotho, Madagascar, Malawi, Togo and Uganda, used the Guide in draft, full or summary version.

The Guide served as a valuable resource for countries developing a national teacher policy. In general, the Guide was found to be comprehensive, practical, easy to use and relevant. However, its use varied, with all countries adapting and modifying it to suit local conditions. Some chose to cluster the nine dimensions around selected themes or strategic axes, and some prioritized

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<sup>3</sup> Social dialogue is defined by the ILO as including all types of negotiation, consultation or simply exchange of information between, or among, representatives of governments, employers and workers, on issues of common interest relating to economic and social policy.

certain dimensions. Three of four NTI countries, Ghana, Malawi and Uganda, worked particularly closely with the Guide.

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

The use of the Guide was also complemented by other reports and resources, including: *Teaching Policies and Learning Outcomes in Sub-Saharan Africa: Issues and options* (both the complete version and the summary) by the International Institute for Capacity-building in Africa (IICBA) (UNESCO-IICBA, 2016); the Teacher Training Initiative for Sub-Saharan Africa (TTISSA) (UNESCO-IIEP, 2010); *What Matters for Most for Teacher Policies: A Framework Paper* by the World Bank's Systems Approach for Better Education Results (SABER) (World Bank, 2013); and NTI country mappings.

### Support from partners

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

Another important means of support came in the form of resources to help develop policy. This included various knowledge products, including from the TTF, UNESCO and its Institutes such as the International Institute for Capacity Building in Africa (IICBA), and other development partners including Education International, GIZ and the United Nations' Children's Fund (UNICEF), who were cited as being particularly supportive.

## 1.3 Recommendations

Developing holistic and comprehensive teacher policies is vital to accelerate progress towards achieving SDG 4 and its targets, particularly target 4.c, which speaks to the need for suitably qualified, highly motivated and well-supported teachers. This section provides broad recommendations for national governments, development partners and the Teacher Task Force.

Putting these recommendations into practice will require political will and the full commitment of everyone involved, including national governments – who are in the driving seat – as well as teachers and their elected union representatives, local organizations and institutions, and development partners. The ambitions captured in the following recommendations will be more easily realized if teacher autonomy is nurtured. Teachers need to be treated as key actors; their rights must be protected and they must be provided with effective support and conducive working conditions to practice their profession.

## For National Governments

- Develop holistic and comprehensive national teacher policies that address the Guide's nine dimensions of teacher policy and ensure that each is appropriate to the context to motivate and support teachers to foster equitable and quality learning for all.
- Assess whether additional dimensions need to be developed based on national priorities, other policies and national visions and frameworks.
- Ensure teacher policy is research- and evidence-based to successfully address the challenges facing teachers and teaching.
- Clearly define the roles and responsibilities of everyone involved, anchoring them within existing institutional structures and mechanisms.
- Develop robust and costed implementation plans for national teacher policies.
- Guarantee that the necessary structures, capacity and resources are in place to ensure effective development and implementation of the national teacher policy.
- Design effective communications plans for the teacher policy to ensure that all stakeholders are part of the policy development process and are committed to its implementation.
- Enhance policy dialogue so that all education stakeholders are involved in all stages of policy formulation, costing, implementation and evaluation.
- Conduct a regulatory impact assessment of the policy's intentions.
- Ensure inter-sectoral cooperation and dialogue between and within government ministries and departments, especially between the education ministry – as lead agency – and the finance ministry and other bodies.
- Ensure widespread and meaningful involvement of key national stakeholders, including government, teacher trainers, teachers and their representatives, civil society organizations, the private sector, academics, researchers and parents.
- Develop, embed and strengthen structures and mechanisms of policy and social dialogue in a well-planned, deliberate way to ensure dialogue is institutionalized, active and meaningful.
- Ensure institutionalized social dialogue including formal talks and collective bargaining between governments and teacher unions around key issues affecting teachers, within and separate from structured policy dialogue, to ensure teachers' voices are fully incorporated and not overshadowed by broader policy dialogue involving multiple partners.
- Develop realistic timelines for the policy process, bearing in mind that policy dialogue, social dialogue and consultation take time.
- Provide adequate financial, human and technical resources, including experts familiar with teacher policy in the country and other work resources to ensure the completion of the policy.

## For Development Partners

- Adopt a strategic role in providing support and advocacy for policy dialogue among all parties involved.
- Provide support within a clear collaboration framework aligned to the vision of the national government.

- Provide long-term support for teacher policy development to ensure that consultations are robust.
- Provide national governments with financial support, including for consultative workshops, policy dialogue forums and human resources.
- Supply technical support providers committed to achieving objectives efficiently to reduce delays in completing policy processes.
- Mobilize local technical expertise during the teacher policy development process to capitalise on local knowledge of the context, supported where appropriate by international technical expertise.

#### For the Teacher Task Force and UNESCO

- Coordinate with other development partners to provide technical, human and financial support for national teacher policy development, implementation and evaluation processes.
- Consider further developing the full version of the Guide by adding major aspects identified in this report, including the cross-cutting themes of gender and inclusion, ICT in education, and emergency and crisis education. Furthermore, content on translating social dialogue into policy, teacher autonomy and costing could also be included. Depending on the topics, either mainstreaming the content across the Guide or developing new dimensions might be more effective. Also, consider adding more country case study examples.
- Provide concrete examples in the Guide of how the dimensions can be translated into a policy text.
- Consider ways to make it easier for countries to share knowledge and lessons learned, such as through online portals or platforms, including the Teacher Task Force Knowledge Platform and Hub and other policy dialogue forums.
- Develop a toolkit to help countries use the Guide.

## PART 2: TEACHER POLICY PROCESS, SUPPORT AND CONTENT

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

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

It has five subsections:

- Section 2.1 highlights the need for teachers to be put at the core of the global education policy agenda and the need for holistic and comprehensive teacher policy frameworks.
- Section 2.2 examines the management and inclusion of different stakeholders in a collaborative policy development process.
- Section 2.3 examines countries' use of the Guide and other policy support.
- Section 2.4 describes how national and international partners supported the policy process.
- Section 2.5 analyses teacher policies in selected countries.

### 2.1 Putting teachers at the core of the global education agenda

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

The role of teachers is covered within these means of implementation in target 4.c, which commits countries to: 'By 2030, substantially increase the supply of qualified teachers, including through international cooperation for teacher training in developing countries, especially least developed countries and small island developing States'.

This target highlights the global 'teacher gap': in order to achieve Sustainable Development Goal 4, an estimated 69 million additional teachers were needed globally in 2016, according to teacher projections from the UNESCO Institute for Statistics (UIS). New projections by the TTF in 2021 show that sub-Saharan Africa is not on track to meet the demand for teachers, needing 15 million more teachers to be recruited by 2030 (International Task Force on Teachers for Education 2030, 2021). Meanwhile, many teachers are not adequately trained. For example, the global proportion of teachers with minimum required qualifications in primary and secondary education was 83% and 83% in 2019, compared to just 67% and 61% in sub-Saharan Africa. Moreover, these figures have been falling in sub-Saharan Africa since 2000 due to a growing number of private/community education providers, recruitment of contract teachers and constrained budgets. The TTF works to help bridge this teacher gap.

The increased focus on quality in the Incheon Declaration and Education 2030 Framework for Action (UNESCO, 2016) rightly emphasizes a concern for teachers, teaching and teacher education.<sup>4</sup> Regionally, an increased focus on teachers is also reflected in the African Union Continental Education Strategy for Africa (AU-CESA 2016–2025) and the Africa Agenda 2063 (African Union, 2015). Like the SDG framework, the AU-CESA strategy recognizes the critical role of teachers in education transformation. One of its key goals is to revitalize the profession to ensure quality and relevance at all levels. To achieve this, the strategy identifies key actions needed, including recruiting, training and deploying well-prepared quality teachers as well as promoting continuous professional development by instilling a sense of commitment and accountability towards learning. Meanwhile, the African Union’s *African Teacher Qualification Framework: For teacher quality, comparability and international mobility* proposes minimum competencies for teachers and minimum entrance requirements for the teaching profession (African Union Commission, 2019).

The focus on teachers in these global and regional frameworks is evidence of the growing recognition of the influence of teachers, teaching and teachers’ education on learning outcomes (International Task Force on Teachers for Education 2030, 2021). Citing the 2007 McKinsey report, Cyril Ramaphosa (then deputy president of South Africa, now president) noted that teachers needed to be treated as the ‘solution to the current crisis in education and not the problem’. He also said that South Africa needs teachers who have ‘the ability and commitment to nurture and develop young people to their full potential’ (City Press, 2014).

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

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

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

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

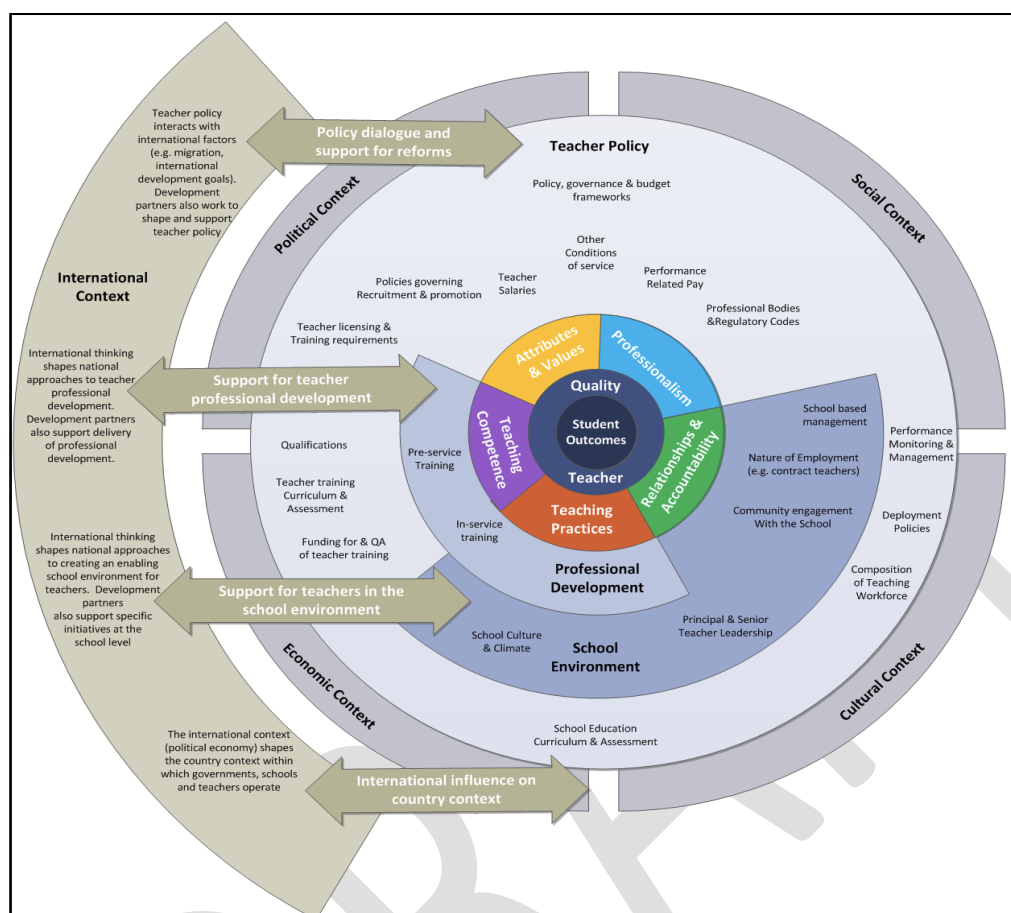
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<sup>4</sup>See Sayed and Ahmed (2015) for an extensive discussion.



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

**Figure 1: Conceptual orientation of study**



Source: Naylor and Sayed, 2014.

## 2.2 Managing a policy development process based on collaboration

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

Policy dialogue should involve stakeholders within government: Civil Service commission or equivalent, regional education managers and inspectors and other relevant civil servant representatives. Importantly, it should also include teachers and their elected representatives, including teachers' unions or associations, and head teachers/principals and their associations. It should also include teacher education institutions, learners and student associations, parents and parent-teacher associations, and international agencies and civil society organizations.

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

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



Table 1: Stages of countries in developing a teacher policy

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

### Structures and mechanisms to ensure stakeholder involvement

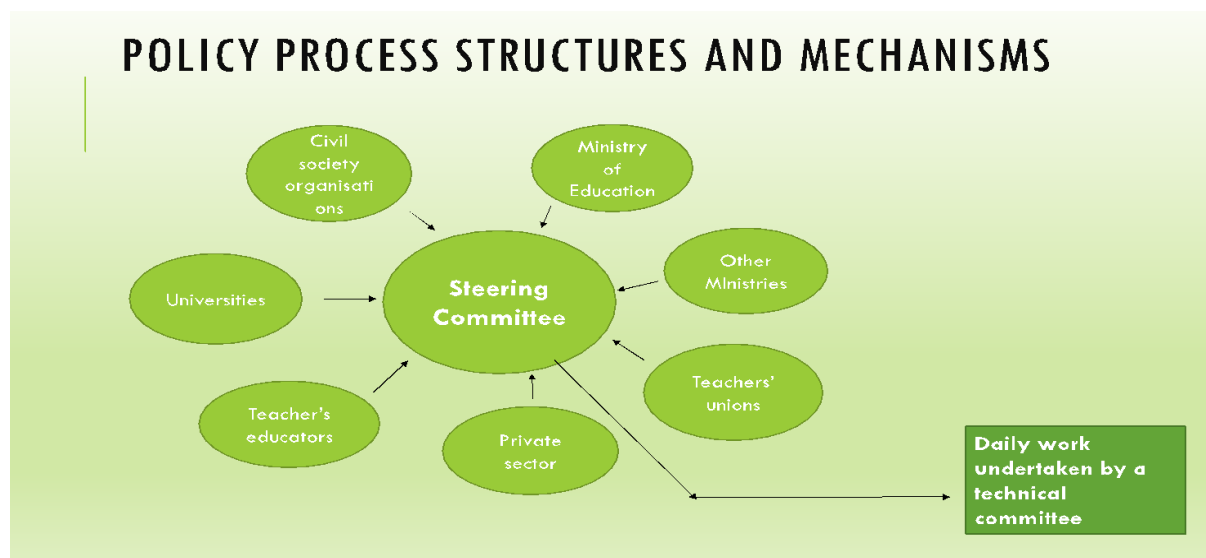
In each country, a range of different structures and mechanisms were developed at national level to ensure significant stakeholder participation in the policy development process. All countries developed their policy in several phases, with coordination anchored in the key departments of the education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

**The Steering Committee**,<sup>5</sup> a core team of higher-level decision-makers which provided strategic guidance and oversight. Referred to in various ways, these teams included representatives of relevant government ministries and departments, teacher unions, teacher educators, universities, civil society organizations and private sector actors.

**The Technical Committee**, which reported to the steering committee and was typically responsible for the daily work of drafting the policy. It was comprised of technical specialists from each of the groups represented in the steering committee (Figure 2).

<sup>5</sup>In most francophone countries, this is the National Technical Team (known by its French acronym, ETN). A National Coordination Team plays a Steering Committee oversight role.

**Figure 2: Policy process structures: Steering Committee Members**



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

#### Box 1: Country-specific policy structures

**Ghana and Uganda:** The Steering and Technical Committees also included local governance structure representatives to account for the countries' decentralized systems and the role played in education by local government institutions.

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

**Togo:** The Steering Committee, known as the National Education Team (ETN), included all education sub-sector representations. It developed an inventory of critical information for (a) pre-primary and primary; (b) general secondary; (c) technical and vocational education and training; (d) literacy and non-formal education; (e) higher education and research.

**Development partner involvement:** Local development partners also played a critical part in the process. In countries participating in the NTI project, the expertise of development partners helped to enrich and contribute to developing teacher policy content at various stages throughout the process. Partners were allocated tasks based on their respective partnership frameworks with national government ministries. The NTI team highlighted some concerns about development partner involvement, including the need for stronger coordination across different projects and with actors at the national level, as well as other coordination challenges and delays in meeting deadlines (NTI Interview, 2019). This indicates the importance of effective coordination mechanisms and processes, as well as of designating key focal points during routine coordination (Also see section 2.4).

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

## Box 2: Countries' experiences of dialogue

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

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

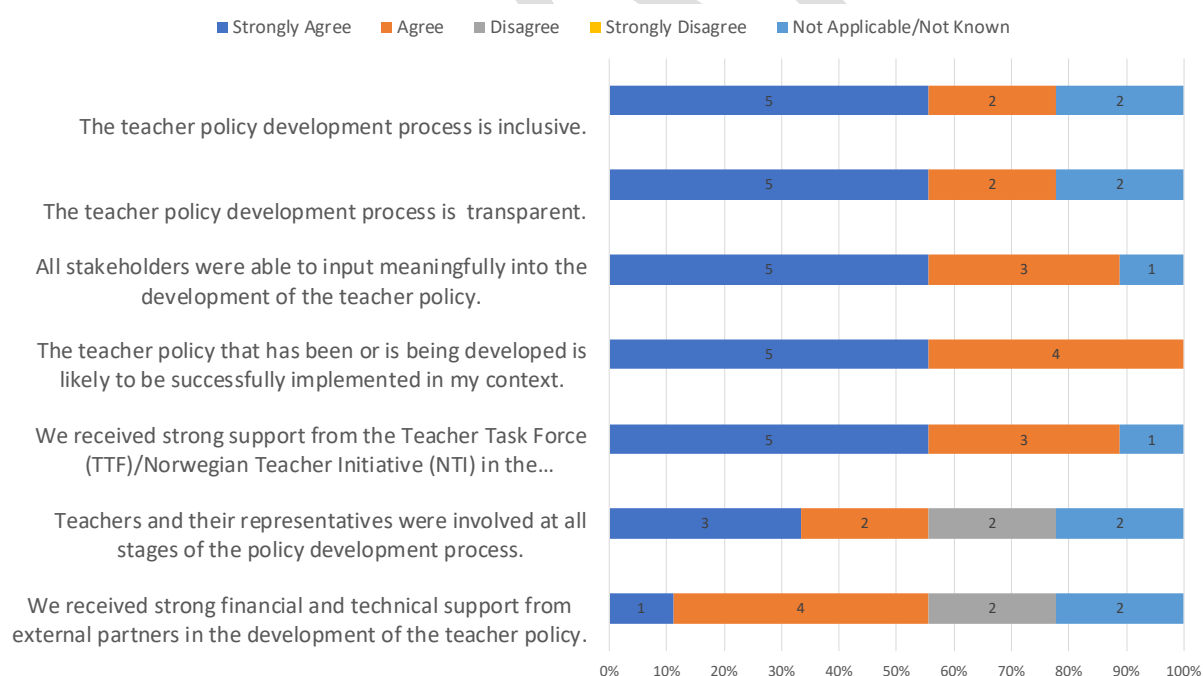
In **Ghana**, previously existing dialogue platforms were used. Consultations and workshops, meanwhile, informed content decisions in the initial draft of the policy (NPO Ghana Interview, 2019).

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

## Including stakeholders in policy development

All nine countries actively engaged relevant actors in the process of developing a teacher policy, as shown in **Figure 2**. All countries agreed that the process was inclusive and transparent, with meaningful stakeholder involvement throughout.

**Figure 2: Stakeholder involvement in the policy process: all countries**



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

*In the three-day session that we had, all the relevant stakeholders were meeting. ... It was actually supposed to be a day and a half, but we had to expand it to three days to*

*provide adequate opportunity for all of them to present their aspirations, their thoughts ... so they have contributed a lot (NPO Ghana Interview, 2019).*

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

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

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

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

### Box 3: National government support in Ghana and Uganda

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

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

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

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

### Box 4: Country-specific policy process challenges

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

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

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

*a varied understanding in the sense that it took quite a lot of time to bring everyone to a common understanding on teacher issues (NPO Uganda Interview, 2019).*

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

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

### **Involvement of teachers, teacher unions and their representatives**

Although countries agreed all stakeholders were involved in the policy development process, country responses about the involvement of teachers and their representatives tell a slightly different story. In response to the statement '*Teachers and their representatives were involved at all stages of the policy development process*', just three of the nine countries strongly agreed, two agreed and two disagreed (Figure 2).

In Ghana and Uganda, teacher unions had considerable involvement in the process. Teacher unions were part of the high-level Steering Committee as well as the Technical Committee, which meant that teachers and their representatives felt more meaningfully connected (Box 6).

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

### **Box 5: Involvement of teacher unions and teachers**

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

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

*On World Teachers' Day we met with 300 practitioners ... of which 80% were teachers. We took them through the various processes and we found the opportunity to listen to their aspirations, their thoughts, what they think needs to be addressed to make the teaching profession what they desire ... [We] put together a report on all the obtained responses to inform the process ... We wanted to have as many voices*

*and as much information. We have put all the voices and feedback into the framework we have already developed* (NPO Ghana Interview, 2019).

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

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

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

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

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

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

## 2.3 How the Teacher Policy Development Guide was used

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

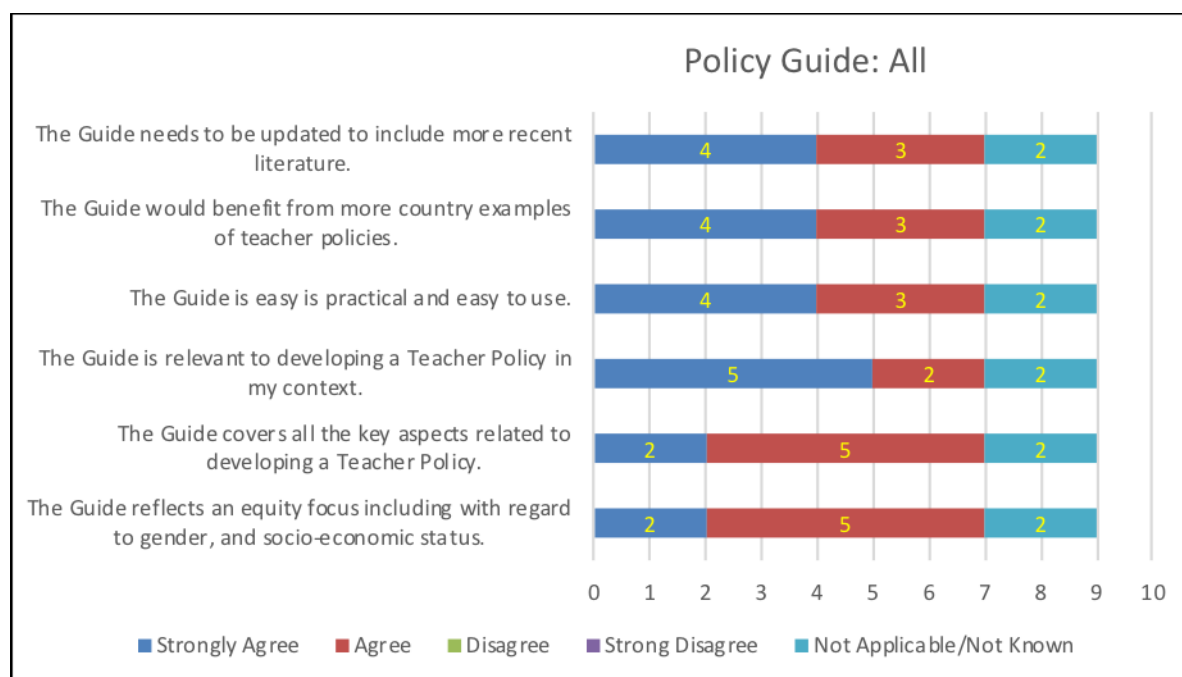
The Guide is currently in two forms. The summary report was originally published in 2015 and was translated into all six UN languages as well as Portuguese. In 2019, the full-length Guide was published. It goes into more depth than the summary version, and provides several contextualized examples of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

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

All countries recognized the importance of the Guide, and especially of its nine key dimensions for the development of a holistic and comprehensive teacher policy framework: that is, teacher recruitment and retention; teacher education (initial and continuing); deployment; career structures/paths; teacher employment and working conditions; teacher reward and remuneration; teacher standards; teacher accountability; and school governance. The majority of countries regarded the Guide as practical, easy to use and relevant to developing a teacher policy (Figure 3).



**Figure 3: Use of the Teacher Policy Development Guide (all countries)**



#### Content: Countries found the nine dimensions useful

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

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

The review of the teacher policy development process shows that all countries covered the nine dimensions, albeit in different ways. In some countries, additional dimensions were added: for example, social dialogue in Benin, Guinea and Togo, teacher autonomy in Benin, and social inclusion in Ghana.

#### Process: Countries used the Guide to help steer consultation

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

Country teams adapted the Guide and its dimensions to their own needs. In Benin, Guinea and Togo, the nine dimensions were clustered under themes, referred to by some countries as ‘strategic axes’. In Benin, the issues identified as most important for the policy to address were clustered under working conditions, recruitment, retention and accountability. In Madagascar, they were clustered under recruitment, deployment and remuneration. In Togo, the three strategic axes for teachers were effectiveness, motivation and professionalism.

In most cases, countries prioritized a few dimensions in drafting their teacher policies. In Ghana, the policy prioritized and tackled the challenges of equitable deployment, teacher recruitment



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

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

### Areas for improvement

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

Table 2: Improvements to the Guide suggested by countries

Country	Dimensions or content to be added to the Guide
Benin	The decentralization of teacher management.
Guinea	Social dialogue and a methodological note on how to concretely develop teacher policies.
Madagascar	Teacher regulation in relation to teacher qualifications.
Lesotho	Teacher accountability and governance.
Togo	Teacher representation and social dialogue.
Ghana	Inclusion of new dimensions including social dialogue and gender and inclusivity.
Uganda	Inclusion of new dimensions including social dialogue, and content related to the role of regulatory bodies in teacher education and teacher policies.

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

- **Enhancements:** Interviewees noted the need for a more comprehensive and detailed focus on cross-cutting policy issues such as gender, ICT, teacher qualifications, teacher motivation and teacher regulation – all key policy priorities in the countries reviewed. Lesotho suggests that the Guide ‘requires more details and is not consistent in terms of the manner in which the nine dimensions are covered’ (National Consultant Lesotho Interview, 2019).
- **Missing dimensions:** Most countries cited social dialogue as an additional dimension worthy of consideration. While the Guide does mention social dialogue as a principle of policy development, this review reveals a need for greater detail and clarity on *how* social dialogue can be achieved. Other possible dimensions suggested were teacher autonomy and social inclusion.

**Implementation:** Benin, Guinea, Madagascar and Togo have integrated implementation issues into their policy document based on information provided in the Guide. Lesotho has not yet reached the stage of considering implementation, while Uganda developed a separate implementation plan. The different stages of policy development influenced how respondents saw the organization of implementation issues within the Guide. Some countries felt that the Guide should merge all issues related to implementation in one section, while others felt implementation issues could be separated out according to dimensions covered. The various countries' views highlight the need to ensure the Guide itself is a model of what a policy document should look like, meaning that issues around implementation should be addressed separately (Box 6).

#### Box 6: Implementation issues for separate development

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

**Benin:**

Interviewer: What do you find the least useful?

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

**Togo:**

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

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

#### Use of complementary resources

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

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

## 2.4 How national and international partners supported the policy process

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

#### Support from development partners

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

- *Technical human resource support* includes local and international consultants as well as UNESCO national project officers (NPOs), as in the NTI project. Additionally, every country connected to the Teacher Task Force has a national focal point within its education ministry.
- *Financial support*, primarily encompassing teacher education, pre- and in-service training, workshops for government stakeholders, knowledge exchange and social dialogue.

The support received from the Teacher Task Force, in particular its expertise and role in promoting knowledge sharing across its members, was valued as 'a good example of supporting South-South cooperation' (Teacher Focal Point Interview, Guinea).

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

### Regional workshops

In most countries, development partners supported several different activities, including social dialogue and workshops. Local country workshops were held, as well as regional workshops held as part of NTI support aimed at bringing different stakeholders together to discuss their experiences and promote knowledge exchange. For example, in February 2019, the NTI countries (Burkina Faso, Ghana, Malawi and Uganda) held their first regional meeting in Ethiopia with additional support from IICBA. This was followed by a workshop in Dakar in September and a separate meeting during the Teacher Task Force's Policy Dialogue Forum in December 2019 in Dubai, United Arab Emirates. These gatherings served as a platform to discuss the process and challenges of creating a teacher policy.

### Technical support from national and international consultants

The nature, form and duration of support from national and international technical consultants varied between countries, but for the most part, consultants focused on supporting policy development, defining country needs and kicking off the development process. In NTI countries, for example, a country mapping report provided an overview of government policies and programmes to compare with the Guide's nine dimensions, helping countries to identify their needs, policy gaps, challenges and priorities.

This kind of support, however, brings with it coordination challenges. In Malawi, and in many other countries, local actors see a lack of effective coordination across the range of programmes implemented by different partners, which poses substantial challenges to the effort to create a cohesive policy, as noted by teacher unions:

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

This suggests that while many of the ingredients of a good teacher infrastructure are in place, they are more in a pilot form and in time-limited projects. Moreover, the multiplicity of development partners imposed high transaction costs for governments in the management and negotiation of numerous relationships and interests.

## 2.5 Unpacking national policy content in selected countries

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

Table 3: Status and content of national teacher policy

Country	Status of policy development
Benin	<ul style="list-style-type: none"> <li>• Five-chapter teacher policy document developed</li> <li>• Pending government consideration and approval</li> </ul>
Guinea	<ul style="list-style-type: none"> <li>• Draft is in advanced stage of development</li> <li>• Includes review of context and ten key dimensions including social dialogue</li> </ul>
Lesotho	<ul style="list-style-type: none"> <li>• Draft developed, pending discussion by Steering Committee and other stakeholders</li> <li>• Covers nine dimensions as outlined in the Guide</li> </ul>
Madagascar	<ul style="list-style-type: none"> <li>• Teacher policy document completed and approved</li> <li>• Includes review of context, vision and dimensions of teachers' work</li> <li>• Currently being implemented</li> </ul>
Togo	<ul style="list-style-type: none"> <li>• Teacher policy completed, pending government approval</li> <li>• Developed around three strategic axes of teacher effectiveness, motivation and professionalism</li> </ul>
Uganda	<ul style="list-style-type: none"> <li>• Completed policy endorsed, approved by government and being implemented</li> <li>• Covers education sector from early childhood to tertiary level</li> <li>• Along with various dimensions of teachers' work, includes implementation structures</li> </ul>

### Framing the teacher policy: vision

The Guide notes that a key starting point in developing teacher policy is to outline a clear vision of what teacher professionalism entails and the roles that teachers should play. Across all the teacher policies reviewed, the guiding framework is the national macro-economic development plan and trajectory, with national development seen as focusing on efficiency, competitiveness and economic growth (often regarded as the driver for developing a national teacher policy). Thus, in the countries studied, teacher policies are framed in instrumental ways, as contributing to the social and economic development of a country (Box 7).

## Box 7: Visions within various country teacher policies

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

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

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

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

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

**Uganda:** The Uganda Vision 2040 views the country’s development challenges as largely associated with the low competitiveness of its human resources. A transformed teaching profession and learning environment for a skilled and globally competitive human resource drives the teacher policy vision: *‘[t]o produce quality, motivated, accountable and adaptable teachers that are responsive to the development needs’*.

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

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

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

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

### Policy content: Adapting the Guide’s dimensions

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

Countries have rearranged the structure of their national teacher policies according to their individual core themes and strategic axes. Madagascar, for example, identifies teacher professionalism, teacher motivation and teacher effectiveness as its organizing themes. Some also found it helpful to include dimensions such as teacher autonomy, social inclusion and a formal reference to social dialogue in national teacher policies.



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

**Table X: Adapting the teacher policy dimensions of the Guide in Togo**

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

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

**Table 4: Teaching standards in national policies**

Country	Teaching Standards Domains
Guinea	Professional knowledge Professional practice Commitment to learners and their learning Professional perfection/ upgrading
Lesotho	Professional knowledge and understanding Professional skills and practices Professional values/ attributes/ commitments Professional partnerships Professional leadership
Togo	Content knowledge Professional knowledge Professional practice Knowledge of the socio-educational context Professional responsibility

### Teacher policy implementation

Although countries are at different stages of national policy development, all have given thought to policy implementation issues. Uganda has developed the most comprehensive policy

implementation strategy and plan, with its policy validated by the Cabinet and Parliament. Uganda's implementation strategy involved establishing the following structures, procedures and processes:

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

In Benin and Togo, which have both completed but not yet validated their policies, implementation is linked to the strategic axes and dimensions identified in their policies. The implementation plan focuses on a results framework using objectively verifiable performance indicators, benchmarks, source of verification and hypotheses/critical conditions for each axis and dimension. Both countries also identify activities, tasks, responsible persons, associated actors, expected products and calendar and cost elements. The Guide's sections on implementation framed their implementation plans.

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



## PART 3: SYNOPSIS OF COUNTRY CASE STUDIES

### 3.1. Benin

#### Country overview:

Income Level <sup>6</sup>	Lower-middle income
Human Development <sup>7</sup>	Low (HDI value 0.545 in 2019; 158/189 countries)
Wealth Inequality <sup>8</sup>	Medium (Gini index 47.8 in 2015)

**Overview of education and teacher education system:** Benin has created a new Education Sector Plan (PSE) covering 2018 to 2030. Its new education system, developed since 2015, has three parts: basic education (which includes pre-school, primary, lower-secondary, educational alternatives and pre-professionalization); post-basic education (including upper secondary and skills development); and higher education and scientific research. Education is compulsory from age 6 to age 11 (UIS, 2020a). The teaching force is predominantly male. About 71% of teachers hold the minimum required qualification in primary education (UIS, 2021) and there are limited supervisory staff. Learner underperformance is a significant challenge.

The PSE aligns with the Sustainable Development Goals (SDGs), which Benin has endorsed. Policies, legal frameworks, legislation and research and study reports that have contributed to the teacher policy document correspond to dimensions in the Teacher Policy Development Guide (Table 5).

Table 5: National policies in Benin aligned to the Guide that influence teachers and teaching

National policies, plans and official documents	Content	TPDG policy dimension alignment
National Development Plan (PND, 2018–2025)	Focuses on the creation of healthy, well-educated and resilient human capital.	Larger socio-economic context of teacher policy, vision or mission statement and objectives
Education Sector Plan (PSE, 2018–2030)	Vision: ‘Benin’s education system provides all learners, without any distinction, access to skills, the spirit of entrepreneurship and innovation that make them thriving, competent and competitive citizens, able to ensure economic growth, sustainable development and national cohesion.’	Larger socio-economic context of teacher policy, vision or mission statement and objectives

<sup>6</sup> For all countries, income levels are listed according to the World Bank’s classification for country and lending groups. See <https://datahelpdesk.worldbank.org/knowledgebase/articles/906519-world-bank-country-and-lending-groups>.

<sup>7</sup> For all countries, human development is measured based on the UNDP’s Human Development Index (HDI), which measures average achievement in three key dimensions of human development: health, education and standards of living. See [http://hdr.undp.org/sites/default/files/2020\\_statistical\\_annex\\_all.xlsx](http://hdr.undp.org/sites/default/files/2020_statistical_annex_all.xlsx).

<sup>8</sup> A Gini index value above 50 is considered to represent high inequality; between 30 and 50 is considered to represent medium; and less than 30 is considered low. Data for all countries are drawn from World Bank estimates; see <https://data.worldbank.org/indicator/SI.POV.GINI>.

National policies, plans and official documents	Content	TPDG policy dimension alignment
Education Sector Policy 2018	Advocates updating the policy for initial and in-service training of teachers, supervisors and other stakeholders, as well as a rational distribution of inspectors and pedagogical advisers.	Teacher education (initial and continuing) and teacher accountability
UNESCO's Teacher Training Initiative for Sub-Saharan Africa (TTISSA), 2006–2015, Diagnostic Report, 2011	A holistic diagnosis for the construction of a consensual and sustainable teaching policy.	Data on all dimensions, particularly teacher education

**Policy process:** The process for developing the teacher policy was inclusive and participatory. It involved the three ministries in charge of education, the ministries of social affairs, labour and finance, and others involved in education in Benin. A National Technical Inter-Ministerial Team was established as a policy dialogue forum within which all stakeholders were consulted and views were expressed on process and content.

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

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

### 3.2. Burkina Faso

#### Country overview:

Income Level	Low-income
Human Development	Low (HDI value 0.452 in 2019; 182/189 countries)
Wealth Inequality	Medium (Gini index 35.3 in 2014)

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

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

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

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

**Policy process:** Burkina Faso’s National Strategy on the Teaching Question (SNAQUE) covers 2021 to 2025. The methodological references used for the development of SNAQUE form Burkina Faso’s methodological guide for the development of sectoral policies and the use of the TPDG.

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

The process of developing SNAQUE was participatory and led by the monitoring committee of the NTI project and a technical committee. The NTI project monitoring committee was made up of 16 members from the Ministry of National Education, Literacy and the Promotion of National Languages (MENAPLN), the Ministry of Higher Education, Scientific Research and Innovation (MESRSI) and education unions.

The technical committee numbered about 32 and was made up of representatives from the Ministry of National Education, Literacy and the Promotion of National Languages (MENAPLN), the Ministry of Finance, the Economy and Development (MINEFID), the

Ministry of Public Service, Labour and Social Protection (MFPTPS), the Ministry of Higher Education, Scientific Research and Innovation (MESRSI) and education trade unions.

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

Education unions, supported by Education International (EI), were key to the teacher policy development process. EI encouraged the National Coordination of Education Unions (CNSE), made up of the country's 15 education unions, to take an active part in the NTI project aimed at developing new policies for teachers (Education International, 2018). The CNSE participated in the first round of meetings for the project launch, 4–6 June, 2019, in the capital, Ouagadougou, and unions continued to be involved at all stages of the process. EI also organized workshops bringing together all 15 unions. A meeting with unions on the draft strategy and its action plan, held before validation in October 2020, made it possible to collect the contribution of teachers.

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

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

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

**Use of the Guide:** This Review recommends that the future Burkina Faso teacher policy relies more heavily on the Teacher Policy Development Guide to deepen the nine dimensions and propose policy options.

### 3.3. Ghana

#### **Country overview:**

Income Level	Lower-middle income
Human Development	Medium (HDI value 0.611 in 2019; 138/189 countries)
Wealth Inequality	Medium (Gini index 43.50 in 2016)

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

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

The education sector in Ghana has ‘a number of policy documents that define and provide a framework on various dimensions of a standard teacher policy’ (Ministry of Education Ghana, XXXX and UNESCO, 2019). Most of these dimensions do not currently have a single harmonized policy (Table 6).

**Table 6: National policies in Ghana aligned to the Guide that influence teachers and teaching**

<b>National policies, plans and official documents</b>	<b>Content</b>	<b>TPDG policy dimension alignment</b>
National Teaching Standards (2018)	National Teaching Standards informed the newly developed 4-year Bachelor of Education programme.	Teacher standards
Human Resource Management Policy Framework and a Manual for the Ghana Public Service (2015)	Provides some broad and generic approaches to accountability.	Teacher accountability
Pre-Tertiary Teacher Professional Development and Management (PTPDM) policy (2012)	Focuses on teacher education (initial and continuing) and a scheme for career progression for teachers.	Teacher education (initial and continuing) Career structures and pathways
Collective Bargaining Agreement (2009) and the Code of Conduct (2008)	No evidence of a harmonized policy document on teacher recruitment and retention or employment and working conditions.  Some mention of teacher recruitment and retention incentives.	Teacher recruitment and retention Teacher employment and working conditions Teacher rewards and remuneration
School Partnership Policy	Links schools with teacher training institutions.	School governance
National Minimum Standards for Kindergarten in Ghana and a (draft) Private Schools’ Regulation Bill (2000)	Standards for early childhood care and education include teachers and policy, which list expectations that the government and the Ghana Education Service have of private school owners.	School governance

*Source:* Ministry of Education Ghana, XXXX and UNESCO, 2019

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

**Policy process:** Ghana’s Comprehensive National Teacher Policy (CNTP) was developed as part of strengthening multi-partner cooperation under the NTI initiative. According to the National Focal Point (2019), the aim was to bring ‘all the different policies together into a comprehensive teacher policy’ (Ministry of Education Ghana and UNESCO, 2019).

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

The Steering Committee was responsible for project oversight and direction (Ministry of Education Ghana and UNESCO, 2019). It had 21 members and was chaired by the Honourable Minister of Education. It also included other central Ministry staff and representatives from UN agencies including UNESCO, UNICEF and ILO, as well as representatives from local teacher unions, tertiary institutions, and the national teachers’ council.

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

Both the Steering and Technical Committees contained representatives from local groups, including religious organizations that own schools, vice chancellors of universities and others. Social dialogue and social participation mechanisms that assign specific responsibilities based on stakeholder expertise were put in place, enabling wide participation with a focus on ensuring that teachers’ views and representative voices inform the process.

**Policy content:** Ghana’s CNTP seeks to provide a comprehensive outline for existing frameworks and policies. It uses the Guide’s nine dimensions, as well as two additional dimensions: social dialogue and social inclusion. Under these dimensions, it addresses country-specific challenges of equitable deployment, teacher recruitment, improving the quality of teachers graduating from teacher training institutions and other related aspects. Other documents produced to support the CNTP include the Social Dialogue Framework and the Teacher Deployment and Transfer Strategy.

**Use of the Guide:** The Guide provided a basis for developing a larger framework accommodating existing interventions and frameworks. The full version of the Guide was used to support the development of the teacher policy from the very beginning, soon after the teacher situational analysis was completed in 2017/2018. The Guide was adapted to national requirements by including two additional cross-cutting areas – gender equality and inclusivity (referred to simply as social inclusion in the document) and social dialogue – with the aim of developing a policy that acknowledges the centrality of teachers and is robust enough to stand the test of international review.

### 3.4. Guinea

#### Country overview:

Income Level	Low-income
Human Development	Low (HDI value 0.477 in 2019; 178/189 countries)
Wealth Inequality	Medium (Gini index 33.7 in 2012)

**Overview of education and teacher education system:** Guinea's education and training system is made up of a pre-primary cycle, a basic education cycle (primary and lower secondary education), upper secondary education, technical and vocational education and training (TVET) and the higher education and scientific research sector. Through the implementation of earlier projects and programmes, from PASE 1 (Education Sector Adjustment Programme, 1990–1994) to the national Education Sector Plan 2020–2029, Guinea has made progress in improving education delivery at all levels. These changes have been made possible not only by government investments but also through bilateral and multilateral assistance, local community participation and the development of private education.

Pre-primary education is still confined to urban areas, however, and relies mainly on the private sector, which accounts for more than 92% of enrolment. The ratio of pupils to trained teachers was 63:1 at primary level in 2017/18 and 61:1 at secondary level in 2014. The percentage of teachers with the minimum required qualifications in 2019 was 75% in primary education and the pupil–trained teacher ratio in primary was 63:1 in 2016 and 61:1 in 2014 (UNESCO-UIS, 2021).

Teachers in general have low qualification levels, and successive attempts have been made to promote teacher policies that offer adequate responses (Table 7).

Table 7: National policies in Guinea aligned to the Guide that influence teachers and teaching

National policies, plans and official documents	Content	TPDG policy dimension alignment
State Report on the National Education System (RESEN, 2019)	State Report on the National Education System.	Larger education sector context of teacher policy, vision or mission statement and objectives
PSE, 2015–2017	Interim Education Sector Development Plan.	Larger education sector context of teacher policy, vision or mission statement and objectives
Teacher Training Initiative for Sub-Saharan Africa (TTISSA) Report (2013)	Holistic diagnosis for the construction of a consensual, holistic and sustainable teacher policy.	All key teacher dimensions except teacher standards and teacher accountability
Policy on Teacher Issues in the Republic of Guinea (2009)	Purpose: to address teacher issues holistically, including improvement of teacher status and working conditions, management, quality of teaching and	Teacher employment and working conditions Teacher education – initial and continuing



National policies, plans and official documents	Content	TPDG policy dimension alignment
	learning, and teacher professional development.	Teacher recruitment and retention
Decree D/06/018/PRG/SGG on 28 June 2006.	Related to the special status of National Education personnel.	Teacher employment and working conditions
National Initial and Continuing Education Policy for Elementary and Secondary Teachers (PNFICEES, 20016)	Proposes a policy of initial and continuous training for elementary and secondary school teachers.	Teacher education – initial and continuing

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

It included the formation of a National Technical Inter-Ministerial Team (ETN) of about 15 members as a dialogue platform in which all stakeholders could be consulted. It includes executives from the education and training sector and is chaired by the Inspector / Inspector General of Education.

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

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

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

**Policy content:** Chapter 1 of the NTP provides detailed information on the general context for the policy. Chapter 2 covers guiding principles and roles and responsibilities for the teacher policy. It states the general objective of the NTP: ‘to support policy-makers and education sector leaders in building a thriving, prosperous society capable of achieving equitable and sustainable socio-economic development’. The document also notes that the national teacher policy must be holistic and include fundamental principles of inclusion, participation of all stakeholders in the process, ownership of the process and validation by government. Four main thematic areas are listed: teacher effectiveness, teacher motivation, teacher professionalism and social dialogue. These serve as clusters for the policy dimensions. Chapter 3 covers *implementation* and is followed by annexes. The current draft, dated November 2019, stops there. While the policy goal has been specified, no vision is listed; however, the four thematic areas and their related dimensions are clearly laid out. The first three chapters could be improved by including a Policy and Legal Framework, Problem Statement and Policy Rationale and Direction. Finally, policy principles are not adequate to guide policy content.

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

All the dimensions covered in the Guide were found useful for developing the policy. Workshops were held in the early phases of the policy process to adapt the content of the Guide and meet national requirements. Nevertheless, not enough attention has been paid to ensure the Guide is comprehensive reflecting all national priorities and aligned to the country's vision.

### 3.5. Lesotho

#### Country overview:

Income Level	Lower-middle income
Human Development	Low (HDI value 0.527 in 2019; 165/189 countries)
Wealth Inequality	Medium (Gini index 44.9 in 2017)

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

The Ministry of Education and Training (MOET), the central agency responsible for education provision, is organized into technical and administrative departments (MOET, 2016). At the district level, education officers oversee the implementation of programmes and policies (MOET, 2016, p. 14). The MOET's Teaching Service Department (TSD) is responsible for managing teachers (TSD, 2019). Teacher preparation is the responsibility of two institutions of higher education: Lesotho College of Education (LCE) and the National University of Lesotho (NUL). Nine policies, plans and official documents influence the work of teachers and teaching (Table 8).

Table 8: National policies in Lesotho aligned to the Guide that influence teachers and teaching

National policies, plans and official documents	Status and Coverage	TPDG policy dimension alignment
National Sector Development Plan (2013–2017)	Outlines the broader macro-economic vision and strategic framework for development for 2013–2017.	Larger socio-economic context of teacher policy, vision or mission statement and objectives
Education Sector Plan (2016–2026)	Serves as a blueprint for MOET aspirations.	Larger socio-economic context of teacher policy, vision or mission statement and objectives
Teacher Service and Career Structure (2019)	Under the Public Service Modernization Project (PSMP), this document addresses teacher career structure and links progression with performance, qualifications and experience.	Career structure/path Teacher standards Teacher accountability

	The 2019 career structure is applicable to early childhood, primary and secondary teachers. It does not apply to private institutions and TVET instructors. At each level, there are opportunities for vertical or horizontal mobility based on years of experience, qualifications and performance	
Public Service Modernization Project (PSMP) (2016–2020)	Aimed at reducing inefficiency in use of public resources in administration.  Key components are strengthening human resources management processes in the Teaching Service Department and revising the pay policy of teachers.	Teacher reward and remuneration  Teacher recruitment and retention  Deployment  Teachers' employment and working conditions (disciplinary aspects)  Teacher accountability  Teacher standards
TTISSA report (2012)	Presents diagnostic analyses of teachers	Data on all dimensions, in particular teacher education – initial and continuing
Codes of Good Practice (2011)	Covers teacher conduct, health and welfare, grievance redressal, disciplinary codes and dispute resolution codes. Includes a schedule of offences and penalties.	Teacher recruitment and retention  Deployment  Teachers' employment and working conditions (disciplinary aspects)  Teacher accountability  Teacher standards
Education Act (2010)	Deals with issues related to registration of schools, school supervision, inspectorate system and school management.  Includes appointment of teachers, their conduct, settlement of disputes, retirement, and rules and regulations related to teacher formations.	School governance  Teacher recruitment and retention  Deployment  Teachers' employment and working conditions  Teacher accountability  Teacher standards (disciplinary aspects)
Curriculum and Assessment Policy (2008)	Developed to make education 'accessible, relevant, efficient and of the best quality' (MOET, 2008, p. 2).  Provides a framework to transform teaching, learning and assessment at the primary and secondary education levels by, for example, introducing free primary education.  Makes mother tongue the medium of instruction until class 3.	Teacher education – initial and continuing (school curriculum policy in the absence of a separate teacher education curriculum)
Teaching Service Regulations (2002)	Deals with teacher educational qualifications, registration of teachers, conditions of employment,	Teacher recruitment and retention

	filling of vacancies, conditions of service, leave retirement, and inspection and issues of discipline.	Deployment Teachers' employment and working conditions (disciplinary aspects) Teacher accountability Teacher standards
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**Policy process:** The process for developing the Comprehensive Teacher Policy (CTP) was planned as 10 phases. These included setting up a Steering Committee headed by the TSD along with working groups for each dimension of the proposed National Comprehensive Teacher Policy. A Critical Reference Group, drawn from all the divisions/branches of the MOET and other government departments, was established to steer the process and ensure that it included all relevant actors. Key stakeholders outside the government included teacher unions, other professional associations and members of the Teaching Service Commission and the Teaching Council. Additionally, a national consultant was appointed to support the policy development process and to work alongside the TSD.

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

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

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

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

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

### 3.6. Madagascar

#### Country overview:

Income Level	Low-income
Human Development	Low (HDI value 0.527 in 2019; 164/189 countries)
Wealth Inequality	Medium (Gini index 42.6 in 2012)

**Overview of education and teacher education system:** Education in Madagascar is divided into six subsectors (World Bank, 2018). The Ministry of National Education (MEN) oversees pre-school, primary (lasting for five years), lower secondary (four years) and upper secondary (three years). Technical and vocational education and training is governed by the Ministry of Technical and Vocational Education, and higher education falls under the Ministry of Higher Education and Scientific Research.

Madagascar's education and training system shows characteristics of internal and external inefficiencies, resulting in poor learning outcomes. Policy responses to create better teaching and learning conditions were proposed in the country's Education Sector Plan (2018–2022), in line with the Sustainable Development Goals. These responses were based on findings gathered during the development of the State Report on the National Education System (RESEN) and the Diagnostic Study of the Teacher Issue in Madagascar (TTISSA, April 2016). The Teacher Policy was formulated as part of the Education Sector Plan, and existing policies, legal frameworks and acts, as well as research and study reports, all contributed to its framing (Table 9).

**Table 9: National policies in Madagascar that influence teachers and teaching aligned to the Guide**

<b>National policies, plans and official documents</b>	<b>Content</b>	<b>TPDG policy dimension alignment</b>
Education Sector Plan (PSE, 2018–2022)	Education sector policy including an attempt to improve teaching and learning conditions and establish a well-trained supervisory body to enhance motivation and quality.	Teacher policy, vision or mission statement and objectives in a larger education context
State Report on National Education System (RESEN, 2004–2014)	State Report on National Education System	Teacher policy, vision or mission statement and objectives in a larger education and socio-economic context
National Development Plan (PND, 2015–2019)	Aimed at developing each citizen through the creation of healthy, well-educated and resilient human capital.	Larger socio-economic context of teacher policy, vision or mission statement and objectives
Diagnostic Study of the Teacher Issue in Madagascar (TTISSA, April 2016)	A holistic diagnosis for the construction of a consensual and sustainable teacher policy.	All dimensions, in particular teacher education – initial and continuing (Data)

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

Implementation of the policy has begun, in collaboration with the World Bank. However, implementation remains on a small scale, focusing on teacher recruitment, education and

deployment. Key national players are optimistic about implementation through state funding but to fulfil the ambitions of the policy, technical and financial support from education partners will be required.

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

### 3.7. Malawi

#### Country overview:

Income Level	Low-income
Human Development	Low (HDI value 0.483 in 2019; 174/189 countries)
Wealth Inequality	Medium (Gini index 44.7 in 2016)

**Overview of education and teacher education system:** Malawi's population distribution poses many challenges for the education system: although 83% of the population live in rural areas, the country has one of the highest population densities in the world. Teacher deployment is a particular concern, and pupil–teacher ratios are high (59:1 on average) throughout the country. Dropout rates are also a major challenge. The retention rate is only 46% to the end of primary and 31% to the final grade of lower secondary education. Education quality is another critical problem: fewer than 50% of children achieve minimum proficiency in mathematics, and the literacy rate of those over 15 is only 62% (UIS, 2020). Only 11% of the labour force is skilled.

For teachers, attention is on a mandatory continuing professional development (CPD) framework to renew licensing and develop career progression. Several development partners have led teacher education initiatives, notably UNICEF. However, these initiatives suffer from a lack of coordination in implementation.

Table 10: National policies in Malawi aligned to the Guide that influence teachers and teaching

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



**Policy process:** Malawi is in the process of gathering data, identifying existing gaps and developing a comprehensive national teacher policy. So far, initial steps have included thorough involvement of different stakeholders and teachers in consultations, meetings, workshops and mapping activities. However, no detailed structure or process has yet been established.

The Steering Committee (SC) and Technical Committee (TC) are in charge of developing a teacher policy. The overall coordinating structure is the SC, comprising about 20 team members from the Ministry of Education, development partners, a local education committee, teachers' unions, civil society organizations and teacher education institutions. The TC's members come from the same organizations, as well as from some other teacher training institutions, civil society organizations, teacher unions and the Secondary School Headteachers' Association (MASSHA). The TC is chaired by the Directorate of Teacher Education and Development (DTED). The TC meets with the SC frequently and reports issues for approval by the SC.

The process of policy development has been further enriched and supported through teacher conferences and social dialogue meetings in the different sub-regions of the country. These updated participants on the overall development process and then collected inputs and feedback. Also innovative was the establishment of a core team TC, which provided technical support for specific dimensions, as well as visits to teacher training institutions to share contents of the draft policy with critical players in the implementation process.

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

**Use of the Guide:** In Malawi, the summary Guide was consulted in early stages and the full version was used upon publication.

### 3.8. Togo

#### **Country overview:**

Income Level	Low-income
Human Development	Low (HDI value 0.515 in 2019; 167/189 countries)
Wealth Inequality	Medium (Gini index 43.1 in 2015)

**Overview of education and teacher education system:** Togo's education system is divided into four levels: pre-school (three years); primary (six years); secondary (seven years); and higher education (Hoogeveen and Rossi, 2019). The education system also includes technical and vocational training at the junior and senior secondary levels as well as literacy training. The education sector is governed by four ministries (Universalia et al., 2019): Ministry of Primary and Secondary Education; Ministry of Technical Education and Professional Training; Ministry of Higher Education and Research; and Ministry of Social Action, Promotion of Women and Literacy. In 2005, Togo developed its first National Action Plan for Education for All with the goal of achieving universal primary education by 2015. Several reforms were introduced, including the elimination of school fees at primary level. An Education Sector Plan was developed in 2010 and revised in 2014 for the period 2014 to 2025. Though significant progress

was made, several setbacks arose in implementing education reforms, including political unrest that led to the suspension of teacher training programmes for a decade (2001–2009) and recurrent teacher strikes (Universalia et al., 2019).

Over the past decade, teacher unions at all educational levels have called for better living and working conditions. At the same time, the number of teachers and students in the public and private sectors has been growing, in an education system characterized by low internal efficiency and a high dropout rate. The State Report on the National Education System (RESEN, 2012) indicated that noteworthy progress had been made in the education sector, particularly in terms of school attendance. However, almost 7% of a generation of school-aged children still do not have access to school and almost 23% of those who do have access drop out before the end of primary school. Significant efforts are required to reduce repetition and dropout, improve learning quality and equity, and ensure effective management of the system.

Five policies, legal frameworks, legal acts and research and study reports have contributed to framing the teacher policy (Table 11).

**Table 11: National policies in Togo aligned to the Guide that influence teachers and teaching**

<b>National policies, plans and official documents</b>	<b>Content</b>	<b>TPDG policy dimension alignment</b>
National Policy for Early Childhood Development (PNDPE, 2018)	Developed according to an integrated approach, the PNDPE takes into account children from birth to 8 years of age.	Teacher education: Early childhood development and pre-primary teacher education.
The 2017-005 Act on Higher Education of June 19 (2017)	Laws regarding orientation of higher education and research.	Teacher recruitment (higher education)
Education Sector Plan (PSE, 2014–2025)	Aims to improve access, equity and quality of education in Togo, with ambitions dependent on teachers. Four main strategic axes: improving access, equity, quality and governance of education.	A holistic sector vision, mission and objectives covering all teacher policy dimensions
The Togolese Constitution (1992)	Article 35 stipulates: ‘The State recognizes the right to education of children and creates favourable conditions for this purpose. School is compulsory for children of both sexes up to the age of fifteen (15) years. The State is gradually ensuring free public education’.	Teacher education – initial and continuing Teacher recruitment and retention
The Education Reform Ordinance (1975)	Article 13, on quality of teaching, links to the ‘qualification of the teacher’ and requires that a ‘sound policy for teaching staff be applied’.	Teacher standards

**Policy process:** Togo has completed all five chapters of its National Teacher Policy (NTP) document, which covers all education sub-sectors. The policy is currently pending government approval. The policy process was structured through a national technical team (ETN) and supported by a national consultant hired by the TTF and UNESCO. The ETN mission was to

cover the entire education sector, to be comprehensive, to work with all stakeholders and to stick to the Guide in all five chapters of the policy. Thus, a systemic, inclusive and participatory approach has been adopted at all stages of policy development.

***Policy content:***

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

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

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

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

### 3.9. Uganda

***Country overview:***

Income Level	Low-income
Human Development	Low (HDI value 0.544 in 2019; 159/189 countries)
Wealth Inequality	Medium (Gini index 42.8 in 2016)

***Overview of education and teacher education system:*** Half of Uganda's 31.7 million inhabitants are under 15 (TISSA, 2013). The Ugandan education system has been administered by local governments since its decentralization in 1998. The Ministry of Education and Sports (MOES) is in charge of policy formulation and maintenance of standards through teacher training, curriculum development and examination (TISSA, 2013, p. 19). The government's expenditure on the education sector is around 2.3% of GDP (UNESCO-UIS, 2020) despite its commitment to spend 6%, as reiterated in the Muscat Agreement in 2014 (Ministry of Education and Sports and UNESCO, 2019, p. 14).

The education system in Uganda is structured into four levels: pre-primary education (three years); compulsory primary education (seven years); lower secondary (four years); upper secondary (two years); and tertiary and university education (UNESCO-UIS, 2020).

Management and provision of basic education is largely the responsibility of local governments (TISSA, 2013).

The teacher education system in Uganda offers pre-service and in-service training opportunities for general, technical and vocational levels and streams. Teacher training is delivered by public and private institutions: primary teacher colleges, national teacher colleges, instructor training colleges, and health tutors' colleges and universities (TISSA, 2013). Administration of teacher education is the responsibility of the Teacher Instructor Education and the Training Departments of MOES and of Kyambogo University.

Despite 96% enrolment in primary education, the dropout rate is 65% (UNESCO-UIS, 2020). Half of the resources in primary education are invested in children who do not complete the full education cycle (TISSA, 2013, p.25). The expected number of years of schooling, 11.6, is almost double the actual mean years of schooling, which is 6.1. These gaps are greater for girls, with mean years of schooling of 4.7, than for boys, at 7.2 years (UNESCO-UIS, 2020).

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

**Table 12: National policies in Uganda aligned to the Guide that influence teachers and teaching**

<b>National policies, plans and official documents</b>	<b>Content</b>	<b>TPDG policy dimension alignment</b>
Country mapping report of the Teacher Instruction Education and Training (2019)	NTI country mapping that includes recommendations.	Teacher education – initial and continuing
National Teacher Policy (approved April 2019)	Comprehensive teacher policy.	All nine teacher dimensions
Ministry of Education Strategic Plan (2017-2021)	Acknowledges of the importance of a teacher policy and framework for addressing teacher issues.	Larger socio-economic context of teacher policy, vision or mission statement and objectives
National Teacher Policy (Draft, 2016)	Establishment of (a) National Teacher Council to regulate teachers and teaching and (b) the Uganda National Institute of Teacher Education (UNITE).	Teacher education – initial and continuing Teacher accountability
TTISSA (2013)	Consultation of teachers to design a feasible and effective teacher policy.	All teacher dimensions (data)
SABER country report (2012)	Overview of teacher policies.	All teacher dimensions (data)
Minimum standards for school infrastructure (2010)	Regulations for school infrastructure.	Teachers' employment and working conditions
Public Service Standing Orders (2010)	Provides for public teaching staff allowances and benefits. Includes retirement benefits, medical benefits, hardship allowances, travel allowances and death gratuity.	Teachers' employment and working conditions Teacher reward and remuneration
Education Act (2008)	Registration and licensing of teachers.	Teacher recruitment and retention
Change of Education Sector Strategic Plan (2007)	One point added in the sector plan focused on teachers.	Larger education sector context of teacher policy, vision or mission statement and objectives

Employment Act (2006)	30 days of annual leave for teachers (country mapping).	Teachers' employment and working conditions
Education Service Act (2002)	Defines teachers and education in service. No register of teachers.	Teachers' employment and working conditions
Teaching Service Commission [amendment] Regulations Statutory Instrument 12/1996 (Section on Teachers Code of Conduct)	Definition of professional standards for teachers.	Teacher standards
Government White Paper on Education (1992)	To professionalize the teacher profession.	Teacher education
Teacher Development Management System (TDMS) programme (1990)	Teacher professional development.	Teacher education

**Policy process:** The process of developing a teacher policy began in 2013 after the TTISSA consultation involving various national and international stakeholders. Since 1990, the Ugandan education system has included many policies supporting the key role of teachers, including on registration, licensing, working conditions, school infrastructure and professional development. The central role of teachers was established in the 1992 Government White Paper on Education which noted that '[n]o country can be better than the quality of its education system; and no education system can be better than the quality of its teachers' (UNESCO-NTI, 2018, p. 3).

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

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

- a) The TTISSA diagnosis
- b) The creation of a technical team
- c) Development of a guiding framework with UNESCO and IICBA support
- d) Identification of thematic areas and formation of sub-groups based on the nine dimensions in the guide, and presentation of the data to the technical committee
- e) Consultation with stakeholders
- f) Assessment of the impact of each phase
- g) Development of the implementation plan, which included related costs
- h) Regulatory impact assessment
- i) Approval of the policy document.<sup>9</sup>

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

### **Policy content:**

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

The policy focuses on four critical points:

- 1) Standards and qualifications aligned with the four pillars recommended to the International Commission on Education for the Twenty-first Century: learning to know; learning to do; learning to live together; and learning to be (UNESCO, 1996)

<sup>9</sup> UNESCO Knowledge Sharing 2019

- 2) Pre- and in-service training adapted to contextual needs
- 3) Teacher management and professionalization
- 4) Cross-cutting issues, including ICT, gender, HIV/AIDS, special needs education, the environment and human rights.

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

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



## Appendix 1: Questionnaire – Review of National Teacher Policy Development

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

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

### Section One: Teacher Policy Development Process

		Strongly Agree	Agree	Dis-agree	Strongly Disagree	Not Applicable/ Not Known
1.	The Teacher Policy development process is inclusive.					
2.	The Teacher Policy development process is transparent.					
3.	All stakeholders were able to meaningfully input into the development of the Teacher Policy.					
4.	The Teacher Policy that has/is being developed is likely to be successfully implemented in my context.					
5.	We received strong support from external partners in the development of the Teacher Policy.					
6.	We received strong support from the Teacher Task Force (TTF)/Norwegian Teacher Initiative (NTI) in the development of the Teacher Policy.					
7.	The Teacher Development Policy Guide is practical and easy to use.					
8.	The Guide reflects an equity focus including with regard to gender, and socio-economic status.					
9.	The Guide covers all the key aspects related to developing a Teacher Policy.					
10.	The Guide is relevant to developing a Teacher Policy in my context.					
11.	The Guide is easy to use.					
12.	The Guide would benefit from more country examples of teacher policies.					
13.	The Guide needs to be updated to include more recent literature.					

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

### Section Two: Teacher Policy Development Policy Guide

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

*Thank you for completing the survey!*

DRAFT

## Appendix 2: Interview schedule

The research team interviewed several key people involved in the teacher policy process in each country. These included the TTF focal points, national project officers, representatives from teachers' unions and policy-makers. The primary aim of the interviews was to gather detailed information about the policy process and use of the Guide. All interviews, which were conducted by phone or Skype or in person, lasted 45–60 minutes and were recorded.

### Interview questions

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

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