



Association for the  
Development  
of Education  
in Africa

## **PACTED Workshop**

**17-19 September 2012**

**UNESCO, Paris**

### **Report**

#### **Introduction**

In order to attain the education for all (EFA) goals and improve both the internal and external effectiveness of education, African countries have undertaken significant reforms of their education systems, in terms of both policy and curriculum. However, these countries cannot achieve the stated reform goals unless they have enough quality teachers. Strong partnerships between the various institutional and government stakeholders must therefore be established so that a holistic and coordinated approach may be taken to policy formulation and the conduct of activities for teachers' professional development. The Pan African Conference on Teacher Education and Development (PACTED) is a spin-off of an existing partnership between the African Union (AU) and several institutional partners including UNESCO, UNICEF and governments under the United Nations Ten-Year Capacity-Building Programme.

It became apparent at the first ministerial PACTED conference (PACTED I) in Lomé in April 2011 that the issue of teachers' professional development is complex, but that appropriate solutions already existed, so long as the various partners operating in the field acted in a coordinated and effective manner. A mechanism was therefore required to monitor progress achieved on the continent and the various activities that should be carried out in order to achieve national, regional and pan-African goals.

Acting on PACTED I recommendations, the African Union Commission (AUC), in concert with education ministers from Kenya, Senegal and Togo and with support from UNESCO and the Association for the Development of Education in Africa (ADEA), drafted a roadmap for PACTED. Following the agreement made with PACTED partners at the ADEA Triennale on Education and Training in Africa in Ouagadougou (Burkina Faso) in February 2012, the International Task Force on Teachers for Education for All (EFA) designed an implementation and monitoring mechanism. The roadmap and the monitoring and assessment framework were

adopted at the Fifth Conference of Ministers of Education of the African Union (COMEDAF V) in Abuja (Nigeria) in April 2012.

The objectives of the workshop were to explain the roadmap and the PACTED monitoring and assessment framework to the various partners and to raise awareness of the content and implications of those planning and coordination tools so that partners could improve the coherence of their respective teacher initiatives in Africa. The workshop was attended by representatives of PACTED's institutional partners, national representatives (France, Niger and Nigeria), representatives of teacher-training and management institutions, and resource persons.

This workshop report covers:

- (1) the opening ceremony;
- (2) outline of new tools and a summary of discussions thereon;
- (3) partner programmes contributing to the successful outcome of PACTED;
- (4) critique of the roadmap;
- (5) outline of an intermediary tool (*score card*);
- (6) adoption of the recommendations;
- (7) close of the workshop.

The agenda and the list of participants are annexed to this report.

## **1. Opening ceremony**

Five distinguished persons, namely His Excellency the Ambassador and Permanent Delegate of Nigeria to UNESCO representing COMEDAF, the Assistant Director-General of the Africa Department at UNESCO, the AUC Director of Human Resources, Science and Technology, the delegate of the ADEA Executive Secretariat and the head of the International Task Force on Teachers for Education for All, made introductory remarks. The ceremony was chaired by the Director of the International Institute for Capacity Building in Africa (IICBA).

All speakers acknowledged the need for quality education in Africa and the importance of PACTED's work to that end. They also acknowledged that education partners in Africa should be broadly aware of the roadmap and the monitoring and assessment tools.

At the end of the opening ceremony, participants adopted the agenda.

## **2. Outline of the new tools**

### **2.1 The roadmap**

The roadmap initiative reflected the very reasons for which PACTED had been established. It showed the need to coordinate action taken by the various partners involved in teachers' professional development of. The harmonization of such action permitted rational management of financial, human, educational and technical resources.

The roadmap submitted to and adopted by COMEDAF V comprised six major goals:

- (a) standard-setting teacher characteristics for Africa;
- (b) greater use of distance learning to improve access to teacher training;
- (c) improved performance in science, mathematics and technology (SMT);
- (d) harmonization of teacher recruitment;
- (e) use of *The General History of Africa* in education;
- (f) filling of policy gaps regarding the teaching profession.

Each goal was broken down into several activities and each activity comprised tasks with objectively verifiable indicators. Each goal was a specific response to various aspects that teaching entailed. Emphasis was laid on the need for skills, learning and attitudes to be centred on African values. The African context, in particular science education, mathematics and technology, must be taken into account from the design to the actual use of teaching materials. All too often curricula were designed on western models with no bearing on the African continent's priorities and realities.

Given the context of a significant shortage of teachers, both qualitatively and quantitatively, information and communication technologies (ITC) and distance learning must be used to support basic teacher training and to encourage in-service development of their knowledge and professional teaching skills.

Teacher mobility was a recurring and important issue in managing the shortage of teachers. Regulation of such mobility should facilitate international exchanges of human resources without compromising States' efforts to achieve EFA and was required to protect the teachers' rights and security.

The *General History of Africa* (GHA) was a UNESCO flagship project originally intended to comprise twelve volumes. Admittedly, the events in Libya had led to a halt in funding for the project, but the major challenge of adapting it for curricular use in education still remained.

Lastly, the establishment and maintenance of social dialogue between governments and civil society constituted another challenge underlying policies on the teaching profession.

## **2.2 Monitoring and assessment tool**

The monitoring and assessment process consisted of:

- a review of action taken on PACTED I recommendations;
- a review of action taken by States, Regional Economic Communities (RECs), the African Union (AU) and other partners on PACTED I recommendations;
- an evaluation of achievements and persistent challenges in order to capitalize on those achievements before taking new action;

- a schedule of roadmap activities, showing expected results, related indicators, implementation deadlines, expected funding and key implementation partners.

The mechanism recommended is an iterative process, involving assessment of roadmap activities at each stage of implementation and permitting, in the light of progress achieved in attaining the respective goals, adjustments to the schedule of the remaining activities.

Four monitoring and assessment stages were identified:

- (1) review of activities carried out;
- (2) design of training for field stakeholders involved in monitoring and assessment;
- (3) conduct of training courses for such stakeholders on the premises of coordination bodies (AUC, RECs and some Member States);
- (4) implementation and monitoring of future activities.

The monitoring plan set the following deadlines: finalization of the monitoring framework in October 2012; conduct of monitoring activities between November 2012 and October 2013; mid-term review and the new programme of activities in October 2013; submission of a progress report to COMEDAF VI and the final report in 2015, which would afford an opportunity to evaluate achievements and to discuss the post-2015 schedule. The above calendar of events, submitted and discussed at the workshop, should be aligned with the AU Member States' planning cycle.

Conditions for successful monitoring and assessment identified were: resource mobilization; political will and stability; capacity-building within national and regional monitoring and coordination bodies; synergy among activities; and inclusive social dialogue. Funding for the implementation of the monitoring and assessment was expected from UNESCO partners and Member States.

## **2.3 Summary of discussions on the tools.**

### **2.3.1 Improving the roadmap and monitoring framework**

As the roadmap and the monitoring and assessment framework had been adopted by COMEDAF, the workshop drafted a number of proposals to improve the document in order to facilitate its implementation. Those proposals comprised the drafting of an introductory document on the roadmap; the definition of an overall result for each goal with reference to the AU Plan of Action; systematic description of the activities; formulation of new activities; and design of a *score card* as an intermediary link between the roadmap and the monitoring and assessment framework. The concepts behind the monitoring and assessment tool should be clarified and adjusted for consistency with the roadmap.

The introduction of a framework for national dialogue among the various stakeholders and, in particular, teachers' unions, was a necessary precondition for implementing all action and, above all, for adopting standards for the teaching profession. It was the responsibility of States

to establish such dialogue, which was one of the strategic lines of action under the Second Decade of Education for Africa.

Evaluation would focus on the extent to which roadmap goals had been achieved. Implemented activities, too, would be evaluated, thus providing a picture of the quality of the responsibilities taken on board, the commitment of the technical and financial partners, and the efforts of all the stakeholders involved in the various roadmap activities.

### **2.3.2 Resources**

Even with a high-quality roadmap in place, a fund-raising strategy must be formulated and implemented. In cooperation with UNESCO, UNICEF and ADEA, in particular, a strategy must be put in place to secure the resources required to implement the Second Decade of Education for Africa. For that reason, the absence of the RECs from the workshop was particularly regrettable. The establishment of a special fund would be of interest if the AU, its Member States and their partners undertook to fund it. To ensure that the roadmap was adequately funded, it was agreed that it was necessary to mobilize new funding partners and to appeal to the RECs and Member States to include the roadmap in their own national plans and budgets. The partners involved should reflect on the integration of PACTED activities into their work plans and budgets.

It was important for UNESCO to revisit the GHA project funding situation in order to channel initiatives towards finding additional funding sources.

### **2.3.3 Strategy for implementing the new tools**

The Special Task Force did not have sufficient resources to follow up and implement the roadmap in all countries at the same time. Consequently, it was proposed that a pilot group, comprising five or six countries, be established; it would be supported directly by the Special Task Force and experienced partners, who could assist the other States in carrying out roadmap activities. That proposal was consistent with ADEA's suggestions. Ideally, each State would have a focal point to monitor activities, especially in countries that were not supported directly by the Task Force and partners.

The RECs, too, could provide information on activities carried out and progress achieved in the Member States, but national programme reviews were still important and were expected from States, which were responsible for monitoring action taken to implement the very recommendations that they themselves had adopted. Lastly, coordinated action by the various PACTED partners was crucial to the achievement of roadmap goals.

### **2.3.4 Standard-setting teacher characteristics and policies on the teaching profession**

It was essential first to gain a good understanding of learners' profiles, needs and expectations, then to identify the skills that should be developed and then to consider the match between learners' and teachers' profiles. The teacher-training curriculum should cover all levels of the education system, from primary to higher education. It should be a tool that supports life-long learning policies. Teacher training must also lead to changes in mind-set and education policies should not obscure socio-economic problems faced by teachers, as was currently the case in several countries. Furthermore, the quality-assurance requirements of teacher-training institutions should be taken into account.

### **3. Programmes of partners involved in implementing the roadmap**

#### **3.1 UNESCO's teacher-training initiative**

The priorities of that programme were:

- to contribute to closing the teacher gap in several countries;
- to build national capacities to raise the number of qualified teachers;
- to contribute quantitatively and qualitatively to EFA initiatives.

The lines of action of the programme were:

- significant investments in teacher-training institutions;
- identification and evaluation of teachers' requirements and provision of support;
- use of technology to improve access and quality;
- improvement in school administration in terms of the quality of human resources, in particular head teachers, for structural management;
- development of education policies.

The programme provides for the production and dissemination of knowledge and teaching resources based on UNESCO's standards for teachers in sub-Saharan Africa.

#### **3.2 UNESCO IICBA**

IICBA conducted two major roadmap-relevant major programmes, each comprising several policy-development activities, the use of technology and acknowledgement of gender issues in teacher training. Each activity concerned one or more roadmap goals.

##### ***Programme 1: Teacher development and capacity-building policy***

The six lines of action were:

- formulation and implementation of development policies;
- building management capacity in teacher-training institutions;
- ITC for distance education and teacher training;
- analysis of teacher-training curricula in the West and Central African economic zones;
- school management and administration,
- IICBA residential and distance training programme.

Discussions were then under way on the design of a residential training programme, warranted mainly by the diversity of teacher policies and approaches and the relative mismatch between regional policy frameworks and national policies.

### ***Programme 2. Research and development***

The programme's main objective was to boost research and development and publications on teacher training. The programme was currently being developed.

### **3.3 UNESCO BREDA**

#### **Project by UNESCO and its partners on the regional frameworks for teacher certification in Africa**

The project fell under the following PACTED I recommendations:

- ensure the professional development of teachers (in formal and non-formal settings) to guarantee a quality education system for Africa in the 21st century;
- establish a framework for teacher professional development;
- harmonize teachers' qualification frameworks and career plans.

In June 2012 a project was launched in Dakar on the development of professional teacher standards and qualifications in West, Central and East Africa. Representatives of twelve countries from three economic areas (Central, West and East Africa) spoke of their experience and made proposals for national qualification and certification standards, the foundations of professional teaching skills, quality assurance in basic education teachers and in-service teacher education.

### **3.4 ADEA**

#### **The framework for cooperation between ADEA and the AU**

The 2008-2012 strategic plan, organized around five objectives, should be extended by four years. Strategic objective 2 was designed to contribute to the achievement of the objectives of regional and continental integration in the education sector, as defined in the Plan of Action of the Decade of Education for Africa, which entailed the establishment of a framework for collaboration and the pooling of activities, an alignment of ADEA activities with the AU's Plan of Action and a memorandum of understanding between the AU and ADEA as a basis for such collaboration. Dedicated ADEA working groups had been formed on six predefined objectives.

Ongoing activities relevant to the roadmap were:

- the integration and professional development of contract teachers (Bamako+5);
- teacher policy frameworks (recruitment, career development and working conditions).

Ongoing activities involved the identification of common life-long learning skills and the concept of education for sustainable development. At the Ouagadougou Triennale the concept of

education for sustainable development was broadened to include socio-economic, cultural and spiritual considerations.

Activities involving collaboration between ADEA and the Commonwealth Secretariat and aligned with roadmap goals concerned:

- school administration and management;
- professional standards for teachers and headteachers;
- the regulation and recruitment of teachers within the Commonwealth.

### **3.5 International Organisation of La Francophonie (OIF)**

The International Organisation of La Francophonie (OIF) had a ten-year strategic framework for 2005-2014 in support of education, training, higher education and research.

Ongoing projects:

- Schools and Languages in Africa (ELAN);
- Francophone initiative for distance teacher-training (IFADEM).

Projects under development:

- open educational resources – Senegal, Democratic Republic of the Congo and Canada (New Brunswick);
- quality in teacher-training institutions – Senegal (Dakar) in collaboration with IICBA;
- education for sustainable development – Canada (Quebec) and France.

The Francophone initiative for distance teacher-training (IFADEM) was a continuing-education scheme for teachers living in rural areas and it entailed distance learning and classroom teaching. Four countries were participating in the scheme (Benin, Burundi, Haiti and Democratic Republic of the Congo). IFADEM had already trained some 1,500 teachers and had produced more than 30 training booklets (REL) written by local writers.

### **3.6 AUC**

#### **Teacher development during the Second Decade of Education for Africa**

The programme drew on the Plan of Action of the Second Decade of Education for Africa. Teachers' professional development was one of its priorities, owing to persistent challenges that teachers continued to face. A teacher-mobility regulatory framework, drawn up on the basis of the Commonwealth Secretariat's protocol, had been adopted by COMEDAF V. It was the outcome of efforts by several partners and was under pre-ratification discussion.

Provisions under the protocol covered requirements that:



- recruitment agencies be registered by ministries in charge of education and foreign affairs and that they know and comply with regulations on cross-border teacher mobility;
- RECs throughout the continent assist States and institutions in formulating education policies in the respective regions;
- Member States encourage and facilitate voluntary mobility without undermining the capacities of national systems to deliver quality education.

Several activities had been carried out to address challenges faced by teachers:

- design of the monitoring and assessment framework submitted to and adopted by COMEDAF V in support of roadmap implementation;
- the PACTED workshop convened in September 2012 to discuss roadmap implementation strategies, the mobilization and coordination of partners and the development of planning tools.
- Lastly, teachers trained to produce digital resources and teaching materials should be able to capitalize on the great opportunities afforded by ICTs.

### 3.7 UNESCO Science

The major challenges encountered in science education were:

- a steady decline in the number of young people studying science subjects;
- the small number of girls in such streams;
- off-putting methods used to teach science to young people from the inception of their school life.

Strategies formulated:

- improved science curricula and development of practical teaching methods;
- attractive, innovative and dynamic teaching tools designed to make science interesting and meaningful to young people, taking their background into account;
- initial and in-service teacher training as a *sine qua non* for the success of initiatives taken.

Activities:

- teacher training and training the trainers;
- exchange of experiential data;
- raising learners' awareness of science issues.

Action had been taken on many fronts to produce digital educational resources and to build girls' awareness by raising the profile of successful women scientists as role models. Effective collaboration with INTEL, IEEE, CERN and the International Centre for Theoretical Physics (ICTP) had led mainly to the development of forums for exchange, training modules and teaching resources.

### **3.8 UNESCO International Bureau of Education (IBE)**

A UNESCO initiative to provide training in the development of quality curricula for all, leading to a diploma in curriculum design and development.

The project was premised on the necessity of closing gaps between:

- curriculum policy and its implementation;
- curricular approaches and actual classroom practice;
- changes in primary and secondary curricula and teacher training;
- the new curricula and traditional assessment;
- education reforms and the capacities to put them into practice;
- curriculum proposals and social expectations and requirements.

The programme combined classroom teaching with distance learning, used contextual examples and took into account the need for an accredited diploma aligned with international equivalents.

The expected outcomes included building programme participants' capacities to analyse, design, develop, revise, implement and evaluate the curriculum at the various levels of the education system. Priority was given to women, who constituted 48% to 83% of the 147 students following the programme, who came from 29 countries in Africa and Latin America.

### **3.9 UNESCO Culture**

UNESCO's *General History of Africa* (GHA) had made a major contribution to knowledge about Africa. Eight of the intended 12 volumes had been written by 350 experts and an international interdisciplinary committee, one third of whom were African. The purpose of the project was to assist Africans in freeing their minds after they had gained political freedom, which entailed highlighting Africa's contribution to the progress of humanity and its capacity to build its future and a sense of self-esteem.

The issue of using the GHA in education was of great moment. Nine volumes of the GHA had been completed since 1999 but, despite recommendations made at various high-level summits, fewer than 10% of history lessons drew on the GHA.

The overall project budget was US \$11,450,000. Libya had provided US \$2 million in initial funding to cover formal education. Further contributions had been pledged to take over from the

Libyan funding and for the ninth volume, which dealt with new challenges and the African diaspora.

Planned activities during the second phase included:

- the development of core content, supporting teaching materials and teachers' guides for Africa and countries that had a sizeable African diaspora;
- a harmonized approach to promoting and teaching the GHA in African universities;
- redesign and updating of the GHA website.

#### **4. Discussion of the roadmap**

At a special workshop meeting, held to discuss and build a sense of ownership of the roadmap, amendments to its goals and content were proposed, as suggested by the two dedicated working groups. New activities were identified. A summary of the proposals adopted by the participants would be included in the final version of the roadmap. The general proposals below were made.

- Drafting of an introductory text for the roadmap explaining why it had been developed and setting out conditions for its success. In particular, the mobilization of resources (funding for equipment, infrastructure and training) was one of the objective preconditions for the success of the roadmap and one of the PACTED I recommendations.
- Setting of a global outcome for each goal with reference to the AU Plan of Action.
- Consideration of lobbying Member States and partners as a cross-cutting strategy for achieving all activities.
- Ensuring that the roadmap was easy for everyone to understand and use. Six goals should therefore be set, mainly in terms of challenges and problems to be solved, in order to circumscribe the content and scope of the activities and tasks. Funding partners should be included in the partnerships column. The concepts used for results-based management should be defined and harmonized.
- Consideration should be given to devising a score card as an intermediary tool between the roadmap and the monitoring and assessment framework in order to make the framework more operational and facilitate assessment of results obtained and progress achieved in implementing the roadmap.

#### **5. Outline of an intermediary tool between the roadmap and the assessment tool – the progress sheet**

Proposed during the discussions, such a tool should make the monitoring and assessment tool easier to use. The intermediary tool recorded progress to date and, therefore, linked the roadmap to the monitoring and assessment tool. Problems likely to arise from linking it to the monitoring and assessment tool during implementation were discussed and explained, and it

was decided that it should be fine-tuned in order to enhance understanding of activity monitoring and the results of each specific roadmap goal.

## **6. Adoption of recommendations**

Four key recommendations were made on:

- further development of the roadmap;
- alignment of partners' activities with the PACTED roadmap;
- mobilization of resources and partnerships;
- advocacy and dissemination.

The full list of recommendations is annexed to this report.

## **7. The closing ceremony**

Four closing remarks were made during the ceremony; all speakers, following the example of Mr Edem Adubra, Secretary of the Special Task Force, thanked Task Force partners, workshop participants and the secretariat of the Special Task Force.

Mr Virgilio Juvane, head of the Teacher Policy Working Group (TPWG), speaking on behalf of ADEA, sincerely hoped that the Special Task Force website would become a genuine working platform.

Ms Vera Brenda Ngosi, Director for Human Resources, Science and Technology at the African Union Commission, called for efforts to increase the number of high-quality teachers. She stressed the need for coordination and synergy of action in order to cover the ground that still remained. She recommended that the RECs participate in future meetings and confirmed that UNESCO was the voice and the path for the Special Task Force for EFA.

Mr David Atchoarena, Director of UNESCO's Division for Planning and Development of Education Systems, touched on the four main lines of action contained in the recommendations and stressed two important points:

- coordination of activities, which was to be welcomed and reinforced;
- the timetable: 2015 was fast approaching and thought should be given to the post-2015 agenda.

He stressed that the issue of teachers featured prominently in the Education First initiative that the United Nations Secretary-General would launch at a side event at the United Nations General Assembly. UNESCO was, and would continue to be, one of the PACTED stakeholders through its bureaux and their staff. Important PACTED events included the updated roadmap and review to be submitted in Windhoek (Namibia) and implementation results to be submitted subsequently to COMEDAF VI.

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## **Conclusion**

The workshop enabled participants to learn about the roadmap and the monitoring and assessment framework. The quality and depth of the discussions led to consensus on a set of proposals for improving the roadmap and the monitoring and assessment mechanism, strategies for their implementation in the field and the need to mobilize technical and funding partners in order to achieve the six roadmap goals. The roadmap would be evaluated through an assessment of the outcomes and, ultimately, through the impact of activities carried out on teachers' professional development. The absence of RECs from the meeting was regretted, but significant proposals were made to strengthen their involvement in implementing the roadmap.