PRACTICAL GUIDANCE NOTE 10
TEACHER POLICY AND MANAGEMENT

1. Topic Overview

Teacher quality is widely acknowledged as the single most important school-related variable affecting student learning. Teachers' remuneration constitutes by far the greatest expenditure in any education budget, yet there is a severe global shortage of qualified teachers. According to UNESCO, an estimated 70 million teachers will need to be recruited by 2030 to fill existing gaps and to replace those who will leave the workforce.[i] In addition, the quality of teaching in most low-income country classrooms is low. The EC Working Paper, *More and Better Education in Developing Countries* (2010) highlights this double issue of quantity and quality by stating that "the sine qua non for quality is the availability of a corps of competent teachers".[ii]

- Many elements within the education system affect teachers' presence and performance in the classroom. Some countries are experiencing a shortage of qualified teacher candidates, particularly in more remote districts. Human resource policies in these countries should focus on expanding the pool of qualified candidates in these districts. In all countries, human resource policies should support recruiting, training and retaining a higher caliber teaching force, and creating positive incentives and working conditions for those teachers to work where they are most needed. This will include a focus on equal opportunities for men and women within the teaching profession. Initial and on-going training and coaching by district and school-level management are needed to develop teacher knowledge and instructional skills. Poor working conditions and lack of access to opportunities for professional development, particularly in conflict-affected contexts, limit teachers' ability to develop and maintain appropriate teaching skills.

Summary

The quality of teaching and teachers' skills are strongly interconnected: better teaching may require upgrades in the skill level and incentives for teachers. This means attention to training, recruitment and retention of teachers, equitable deployment and well-designed career ladders, and professional development opportunities targeted to the country- and school-specific challenges.

Investments in school-level instructional support and collaborative approaches to professional development may be among the most effective ways of improving student learning outcomes.

This note sets out some key system reform areas and potential areas for EU dialogue and support.

- Learning outcomes are at risk unless teachers and supervisors demonstrate high levels of accountability to achieve good learning results. It is increasingly recognised that education systems should foster this accountability and commitment through building the teaching profession to be an attractive choice, with a clear career path. Some elements are outside the immediate control of the education system, such as broader political support and resourcing for the education sector, safe working conditions in contexts of fragility and conflict, and societal recognition. However, other elements that can support effective teaching, such as the use of the mother tongue as the language of instruction, are within the policy scope of ministries of education. A strong understanding of context, a holistic approach to teacher policy and its implementation can bring about change in the quality of teaching.

A wide range of agencies and organisations have given priority to supporting countries' efforts and reforms aimed at tackling this challenge, from the International Task Force on Teachers for Education 2030 to UN agencies such as UNICEF and UNESCO, multilateral banks, bilateral cooperation and NGOs. This note sets out some of the elements of this combined effort, and provides key reference documents in the reading section below.

i   UNESCO Institute for Statistics, Factsheet 39: *The World needs almost 69 million new teachers to reach the 2030 Education goals,* October 2016 http://unesdoc.unesco.org/images/0024/002461/246124e.pdf
ii European Commission, *Staff Working Document: More and Better Education in Developing Countries,* 2010, p. 10 https://ec.europa.eu/europeaid/sites/devco/files/swd-more-and-better-education-in-developing-countries-2010_en.pdf

System-wide teacher management

Recruitment and retention

Many countries still struggle to define a clear strategy to attract, train and retain the teachers they need. Preparation of a recruitment and retention strategy is an important step in strengthening human resource and personnel functions, and should be based on specific analysis of the needs for an appropriate teaching workforce.[iii] This involves an assessment, not only of the number of teachers required, but also of the skills required and the conditions to recruit and retain teachers. A recruitment and retention strategy will seek to ensure that teacher candidates possess the necessary knowledge, skills and character traits, and that men and women, members of ethnic or religious minority groups and those with disabilities have equal opportunity for employment and promotion. Such a strategy will require close coordination with teacher training institutions, and its implementation should be based on fair, transparent criteria.[iv] Even for those countries where teacher hiring is a centralised responsibility, it is best practice to adopt procedures that ensure the involvement of school- and district-level management in the recruitment process.

Conditions of employment

Retention of good teachers will be strengthened through incentive and accountability systems that ensure good working conditions, and provide rewarding career pathways linked to good teaching and learning. Low levels of pay may contribute to lower status for the teaching profession, and to an inability for the sector to attract the best candidates. However, a lack of resources means that across-the-board pay increases are unlikely to be a viable strategy for most low-income countries, and policy trade-offs are inevitable.

The teaching profession in many countries is characterised by skewed representation by gender, with female teachers under-represented at higher levels of the education system and in management roles. Such trends may be exacerbated by the lack of substitute teacher arrangements during pregnancy or support for child-care. These and other systemic challenges may also make it harder for women to enter or remain in the teaching profession in rural areas, where their presence could otherwise present an important role model for girls and boys alike.

In many countries, a lack of public sector provision of quality schooling has led to the rapid growth of both high-end private schools catering to wealthy populations, and community or low-fee private schools catering to poor populations. In higher-end private schools, teachers may be well remunerated and enjoy positive working conditions, with the full availability of appropriate teaching and learning materials. In private schools catering to poor families and in community-run schools, teachers may be under-qualified and teaching and learning materials may be largely absent. Such schools may provide opportunities for newly-graduated teachers, although community school teachers are often poorly remunerated (sometime receiving payment in kind) and may have limited access to professional development opportunities or teaching and learning materials. This can lead to uneven levels of equity and quality and can risk a de-professionalisation of the teacher profession. These considerations may require the reform of civil service rules and regulations, or a more robust regulatory role for the Ministry of Education (MoE) in defining and maintaining standards of quality and ensuring access to ongoing support for all teachers. It is critical for overall school system success that all children have real opportunities to learn, and that the needs of their teachers be addressed as a core element of teacher policy.

Deployment

Countries that have been successful in improving learning outcomes have developed proactive deployment strategies to place teachers where they are needed most. Within schools, teachers should be deployed on the basis of their training and competencies, with every effort made to ensure excellent teaching in the critical early grades. More experienced teachers should be in position to provide support to less experienced or under-performing teachers. Analysis of pupil-teacher ratios and school-aged population-teacher ratios will help ensure a needs-based distribution of teachers. Careful attention should be given to the needs of remote or isolated communities/groups. Many countries provide both financial and non-financial incentives to attract teachers to locations considered less desirable. Provision may also be made for recruitment of local teachers in underserved remote communities, with targeted instructional support for underqualified personnel as needed, and full access to mentoring and professional development opportunities. Salary supplements or non-financial incentives may be developed to support multi-grade teaching. Teacher deployment processes, like teacher recruitment, should be based on transparent criteria and should seek to ensure equal opportunities for all qualified personnel.

iii   See also Practical Guidance Note 1: Education Sector Analysis.
iv   UNESCO, *Teacher Policy Development Guide*, 2015 https://unesdoc.unesco.org/ark:/48223/pf0000235272

Effective Teacher Professional Development:

- is content-focused, supporting teacher learning within teachers' classroom contexts.
- incorporates active learning, engaging teachers directly in designing and trying out teaching strategies with their students.
- supports collaboration, creating space for teachers to share ideas and create communities that positively change the culture and instruction of their entire grade level, department, school and/or district.
- uses models of effective practice, providing teachers with a clear vision of what best practices look like.
- provides coaching and expert support, sharing expertise about content and evidence-based practices, focused directly on teachers' individual needs.
- offers feedback and time for reflection, helping teachers to thoughtfully move toward the expert visions of practice.
- is sustained over time, so that teachers can learn and make changes in their practice.

(Linda Darling-Hammond et al, 2017)

Teacher professional development

Good teachers combine a deep knowledge of their subject matter and curriculum with teaching that is focused on the needs of individual students. They seek feedback from other experienced teachers and administrators, and they demonstrate effective practice in the classroom that engages students in learning. They communicate high expectations to their students. For a select few teachers, many of these skills are innate; for virtually all teachers, they can be learned and improved over time.

There are three distinct phases of teachers' professional development: initial or pre-service education, support throughout the early months and years of teaching (induction), and continuous professional development (CPD) or in-service training. In many education systems, these phases fall under different authorities and are organised independently, with limited coordination and coherence.

Professional development programmes

Many pre-service programmes are managed by teacher training institutions that operate autonomously or semi-autonomously, while induction programmes are often left to the initiative of the schools, if they exist at all. In-service programmes, fall under the responsibility of a wide range of actors, often at a district or regional level. These programmes are often supply-driven, and may be remedial rather than systemic in nature. The grouping of schools in clusters, a centre-satellite arrangement, is also commonplace and provides opportunities for in-service support and mentoring.

Initial teacher education

Initial teacher education aims to provide the future teacher with teaching methods that are inclusive of all learners. It should include subject content, pedagogic content knowledge, understanding how children learn, and supervised teaching practice.[v] Peace education, provision of safe environments for children and elements such as sensitivity to potential gender biases should be incorporated into the teacher education curriculum. Initial teacher education may have a significant impact on teachers' identity as professionals, so it is critical to support development of capacity for independent knowledge-based decision-making, collaboration and ethical behaviour.

Teacher induction

The challenge of ensuring that new teachers are able to transition effectively to the classroom has led to increasing importance given to teacher induction. Such programmes attempt to provide a structure of support for newly-appointed teachers through mentoring relationships with experienced teachers, and the creation of teacher teams. In many countries where mentoring arrangements are new, workshops and training may also be provided for mentors so that they develop the necessary skills. Supervisors may also conduct formal evaluations focused on instruction as part of the induction and accreditation process.

In-service teacher training / Continuous Professional Development

Effective CPD should be well integrated with initial teacher education and induction. It should be school-based and supportive of teachers' classroom activities, but it should also be linked institutionally to ongoing system-wide efforts to improve learning outcomes, such as targets for improved reading in the early grades, or reinforcement of science, technology, engineering, and mathematics (STEM) skills. CPD should encourage teachers to collaborate with one another and create a peer community. CPD should not mean the loss of teaching days but should be programmed into the school calendar. Where external actors, such as NGOs, play a role in teachers' professional development, it is important that the content and focus of training be determined in consultation with the MoE and with school management. Modern technologies provide an opportunity to supplement face-to-face professional development with on-line courses, this may be of particular importance in remote regions or in areas affected by conflict, where travel may be prohibitively expensive or unsafe.[vi] All teachers, including those working in community-run schools, should have access to good-quality CPD.

v Lopes, A., 'Teachers as Professionals and Teachers' Identity Construction as an Ecological Construct: an agenda for research and training drawing upon a biographical research process', *European Educational Research Journal,* Vol: 8, No:3, 2009 https://journals.sagepub.com/doi/pdf/10.2304/eerj.2009.8.3.461

vi There is growing use of social media among teachers and trainees, see case study in the Practical Guidance Note 12: Mainstreaming Digital Technology in Education

School-level teacher management

Instructional leadership refers to the practices that principals use to improve teaching and learning in the classrooms of their schools. Principals' involvement is a strong predictor of how teachers collaborate[vii] and is important for improving schools and producing good learning outcomes. Principals can also have an indirect effect on student achievement by creating a school culture that is focused on results, by reducing the amount of teacher absenteeism and increasing overall time on task. School leaders should work closely with supervisors/inspectors to establish clear goals and high expectations, and to support their teachers' efforts to learn and achieve the goals. Research has shown that leadership is second only to classroom teaching in its impact on student learning.[viii] School leaders must also nurture a climate of protection for children, where they are free from emotional and physical abuse. Where school principals are given authority to manage budgets, school inputs and teaching staff, subject to appropriate system controls, they are better able to direct resources and personnel to where they are most needed.

A well-managed school ensures close linkages and collaboration between teachers and parents. This may be in the form of school management committees (SMCs), where parents and other community members have a role in deciding the use of school resources, or it may be through informal interactions. In countries where the parent-teacher interaction is well developed and supported, it has been found to be an important determinant of the child's schooling success. In many countries, however, where previous generations had limited access to schooling, parent-teacher interactions are fewer in number because parents may have less familiarity with the school context and factors such as the language of schooling may inhibit exchanges.[ix] Support for greater teacher-parent interaction is an important part of any principal's job description and should itself be the subject of professional development efforts.

2. Key Issues

For EU Delegation staff, the challenge is to identify areas of focus for policy dialogue, possible intervention through programming, and to identify and potentially reinforce mechanisms for measuring change. This section presents a checklist to help formulate this EU contribution to quality teaching, linked to the three core areas presented above: system-wide teacher management, teacher professional development, and school-level management support. It is important to take a comprehensive and holistic approach to addressing teacher quality, with each of these areas given attention in the MoE policy and related strategies, plans and budgets. EU support should be complementary to support provided by other development partners, and should be based on a good understanding of the status and potential development of each of these core areas. This checklist sets out some initial questions and potential areas of work, though it is not intended to be comprehensive. A range of tools are available for more in-depth analysis of teacher policies and management (see the list of References and Further Reading below).

vii   OECD, *School Leadership for Learning: Insights from TALIS 2013*, OECD Publishing: Paris, 2016 https://doi.org/10.1787/9789264258341-en.

viii Leithwood, K. et al., 'Seven strong claims about successful school leadership', *School Leadership and Management*, Vol: 28, No: 1, 2008, pp. 27-42 https://www.researchgate.net/profile/Alma_Harris/publication/251888122_Seven_Strong_Claims_about_Successful_School_Leadership/links/0deec5388768e8736d000000/Seven-Strong-Claims-about-Successful-School-Leadership.pdf

ix   Banerjee, A., &. Duflo,E., 'Addressing absence', *Journal of Economic Perspectives*, Vol: 20, No: 1, pp. 2006, pp. 117-132. https://pubs.aeaweb.org/doi/pdfplus/10.1257/089533006776526139

Teacher Quality Checklist

System level	Issue	Situation assessment	Possible areas of intervention for governments, with EU support
System-wide Teacher Management	Improving the teacher pool (recruitment and retention)	How well do existing teacher skills match needs? What is the share of teachers who meet the minimum qualifications set for the profession by the MoE? Is the recruitment process merit-based and transparent, and do all candidates have equal opportunity for consideration regardless of ethnic or linguistic background or disability? If there are separate cadres of civil service teachers and contract teachers, do they have different levels of qualification or performance and salaries? What teacher training interventions are being supported by MoE or other development partners?	Analysis of teacher supply and demand and the development of associated HR information management systems Development of capacity for involvement of school and district personnel in teacher recruitment Policy dialogue around salary reforms linked to broader civil service reform/ community school issues, etc.
	Ensuring that sufficient qualified teachers are available where they are most needed (deployment, incentives and career structure)	What is the distribution of qualified teachers by geographical area, by gender? Are there region-specific shortages, equity concerns, etc.? What incentive is there for teachers to work in areas considered or with groups less desirable?	Incentives for improving teacher deployment across regions; capacity development within MoE for personnel functions.
Teacher Professional Development	Upgrading content knowledge, teaching skills and professionalism	What arrangements/policy directives are there for initial teacher training and continuous professional development? Are teachers clear about what is expected of them (curriculum content, pedagogy, standards, their own ongoing learning)? Have all teachers been hired and trained following the standards set by the MoE? Have some teachers been hired without the minimum qualifications or appropriate pre-service training? What support is provided to beginning teachers or those whose students are under-performing? Are teachers helped to be aware of children's socio-emotional needs, sensitive to issues of gender in their teaching practice, as well as their academic needs? Are teachers encouraged to be critical thinkers, reflecting on their values, norms and attitudes, and supported to develop critical thinking skills among their students?	Capacity-development to enable classroom-level assessment of student learning, and an increased focus on student learning outcomes. Development of more directed approaches (e.g. scripted lessons, etc.) where teaching capacity is very low. Explore the potential use of new technologies to address the shortage of trained teachers within the existing teaching workforce Support to teacher training institutions to develop systemic pre-service and in-service programmes to improve content knowledge. Capacity development support to inspectorates, to mentors
School-level Teacher Management and Instructional Leadership	Creating accountability for results at the school level	What is the role of the school principal? What is the degree of autonomy for decision-making at the school or district level? What role do communities and SMCs play in supporting and monitoring the quality of teaching? What policies apply to teacher absenteeism?	Capacity development for school principals in instructional leadership / classroom observations; supporting teacher self and peer evaluation capacity School grants that target support for learning goals; analysis and development of school level data on teacher attendance; policies and strategies to address teacher absenteeism and substitute teacher schemes
	Use of information on student learning to help teachers and students perform better	What information is available about learning? Is information about learning used for decision-making about interventions at the school and classroom level, including the design and structuring of learning?	Inclusion of learning data in EMIS; support to teachers for classroom assessment; availability at school level of analysis from national and international assessments

Policy Dialogue

There are a number of potential entry points into the policy dialogue around teacher policy and strategies. The preparation by the MoE of its education sector strategy provides an opportunity, through the dialogue in the local education group, to encourage the development of a comprehensive teacher policy. EU programming may be designed to include budget support indicators that support MoE strategies regarding teacher deployment or reform of pre- or in-service professional development. It will be challenging (but not impossible) to find good indicators that reflect changes in teachers' performance and/ or classroom practice. One example would be the use of timed classroom observations to record teaching behavior.[x] Technical cooperation and capacity development could include a component to strengthen departments and units responsible for recruitment, deployment and career management within the MoE or sub-national authorities. Financing and technical support can also target teacher preparation and CPD, or the development of inspection and/or support and mentoring capacities of sub-national levels within the context of a broader system-wide strategy.

Teacher policy and interventions should be appropriately phased and focused on the needs and context of specific education systems. This may mean more central control over teaching and learning focused on foundational skills where teacher capacity is low, with increasing levels of teacher and school autonomy as systems develop. Tailoring approaches in this way requires good data and information on teaching and learning in schools.

EU engagement should include support for a participative approach to teacher policy, where issues of transparency and professionalism are given priority. This will mean engaging the government in discussions about core teacher issues, based on sectoral analysis and identification of country-specific challenges. This may include dialogue with ministries of finance or civil service to address teacher recruitment policies, gender imbalances, inequitable teacher deployment across regions, salary issues, or performance management. In some countries, financing for teachers is eroded by payments to 'ghost teachers', at the same time that community school teachers are underpaid. It will be important that the MoE engage with NGOs, teachers' unions and private sector actors who may have an important role in service delivery in order to develop an agreed vision and standard of excellence, as well as an effective division of labour among all partners. The EU can play a positive role in supporting a stronger dialogue among these partners, and in helping MoE to develop a regulatory framework to ensure opportunities for all children. It will be important throughout this process to understand the political economy at national and local levels around teacher policy and reforms. There will be many factors tending to maintain the status quo, and there may be limited capacity to implement the change process.

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x   World Bank, *Conducting Classroom Observations: Stallings Classroom Snapshot Observation System For An Electronic Tablet,* 2017 http://documents.worldbank.org/curated/en/733701505747664220/pdf/119754-REVISED-PUBLIC-WBManualENGV.pdf

3. Case Study

Source	Diourou Cissé, technical assistant supporting implementation of the Programme to Support Basic Education in Mali (PROF), Bagara Coulibaly, Head of School Curriculum Department, Ministry of Education and Olivier Ki-Zerbo, Projects Officer in the European Union Delegation in Mali. Documents consulted: PROF programme document, Mali Education Sector Assessment, (RESEN), teacher training curriculum.
Programme	Improving Pre-Service Training for Primary and Junior High School Teachers in Mali
Context and challenges	Schooling, in theory at least, is free and obligatory in Mali for children between the ages of 6 and 14. For most children, their first experience of schooling is when they enter Grade 1, although a growing number benefit from pre-primary schooling, which receives children from 3 to 5 years of age. Basic education enrolments increased very significantly between 2000 and 2016, doubling for Grades 1-6 (the first cycle), and quadrupling for Grades 7-9 (the second cycle). This still falls far short to the target of universal completion of basic education. Gross enrollment in 2016-2017 according to MoE statistics was 72% for the first cycle (boys: 78%; girls: 66%) and 49% for the second cycle (boys: 55%; girls: 44%). The primary (1st cycle) completion rate is 48% (boys: 56%; girls: 46%) and 35% for lower secondary (second cycle) (boys: 40%; girls: 31%). Almost 90% of students who complete primary schooling do so without having achieved minimum skill levels for mathematics and French. One reason for this is the problem of teaching. There are 20 training institutions (l'Institut de Formation des Maîtres – IFM) for primary and Junior High School Teachers, many with underqualified staff members. Until recently, their curriculum dated from the 1990s and was urgently in need of updating to improve attention to classroom teaching practices, to align it with Mali's competency-based approach, and to better reflect new themes such as WASH (water, sanitation and hygiene) and risk management for catastrophes. The MoE began to revise the IFM curriculum in 2011, but the process was interrupted by a crisis in 2012 that led to widespread closings and a loss of donor support. It was only in 2017 that the curriculum revision process was able to start up again, and given priority by the MoE. The work was carried out by the National Pedagogy Department which took a key role in planning and resource mobilisation, as well as communications. The National Teacher Training Department had responsibility for implementing the new curriculum in the IFMs. Many external partners provided support, including UNESCO, USAID and the European Union.
Action taken	The curriculum revision itself was just one step in the complex process of reforming how teaching is done in the IFMs. The EU supported the financing of the large workshops organised to revise the IFM curriculum and develop a module on the competency-based approach, along with a teachers' guide. For each training session, background materials were prepared and a follow-up evaluation was conducted.
Lessons learnt	• **Complexity of the process- the importance of planning** The complexity of the process was underestimated by the MoE, the donors and the agencies. Revision of the training module for competency-based learning was done before the teacher training curriculum was finalised, and before the users' guide was prepared, although it actually should have been done afterwards. A result is that additional costs were incurred to "revise a revised module". A careful planning of the reform would have certainly helped in ensuring that each phase would be implemented following a well sequenced planning with budget needs well established and funding sources identified. • **Need for strong cooperation and coordination** There was a significant risk of failure if the necessary resources were not made available from the very beginning of the process. The risk was that either i) the reform process would remain incomplete because one or more of the steps was not carried out, or ii) that the process be slowed down and the goal of using the new curriculum in the IFMs beginning with the new school year in September 2018 would not be met. The fact that the entire sequencing of steps within this process was not understood had the result that some partners only provided partial support without realising that parts of the programme remained without funding. • **Leadership within the MoE central office and departments** It is important to note that such a process might involve several directions, as it was the case in Mali, the roles and responsibilities of each direction as well as the overall leading role over the process should be established from the beginning of the process, during the planning phase, to ensure a smooth implementation. The planning should also support better coordination with other areas of interventions that are linked to the success of the reform such as an increase in school or classrooms construction and the anticipated needs in new teachers' recruitments.

4. References and Further Reading

Reports and guidance:

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