ASSOCIATION FOR THE DEVELOPMENT OF EDUCATION IN AFRICA

COMMONWEALTH SECRETARIAT
WORKING GROUP ON THE TEACHING PROFESSION
TEACHER MANAGEMENT AND SUPPORT

ANALYSIS OF MAJOR ACHIEVEMENTS

Background

The Working Group on the Teaching Profession launched the Teacher Management and Support (TMS) programme in 1993. The initiative was a culmination of careful negotiations, consultations and consensus building among donors, ministries of education and teacher's organisations on key TMS issues. The Working Group and ministries of education identified the following issues affecting teachers, performance, learning and conditions of service in general:

1. Finance Issues
   _ Sector/sub-sector budget allocation
   _ Salaries
   _ Methods of payment
   _ Financial planning
   _ Accountability and transparency.

2. National Personnel Issues
   _ Conditions of service (procedures and practice on appointments, deployment, appraisal, promotion, discipline and transfers)
   _ Benefits (salary scales, pension schemes, health insurance)
   _ Labour relations (code of conduct, collective bargaining negotiations, conflict resolution, appeals procedures, labour legislation, labour/human rights)
   _ Management infrastructure (MoE/TSC/PSC, management procedures, facilities, records, and information system, management training, management style)
   _ Human resource development policy and practice
   _ Gender bias, sexual harassment.

3. In-School Personnel Issues
   _ Teacher behaviour (attendance, professionalism, relations with pupils)
   _ Teacher appraisal
   _ Management styles.

4. National Professional Support Issues
   _ The role and function of inspectors, advisors, teacher resource centres, school heads

_ Staff development and support services for teachers, senior teachers, and heads
_ The role and function of teachers' organisations
_ Career paths, teacher professionalism, recognition mechanisms, accreditation.

5. In-School Professional Support Issues
_ Classroom resources (materials equipment, aids, community support)
_ Leadership and decision making
_ Curriculum development and innovation
_ Teacher development and support
_ School and community partnerships.

Introduction

The Working Group on the Teaching Profession and ministries of education have made significant progress in addressing some teacher management and support (TMS) issues in the Sub-region over the last ten years. Achievements have included creation of a strong lobby for TMS within ministries of education and regions, the establishment of a teacher management and support action process in ministries of education, capacity building (resource materials development and training), professional exchange between Principal Secretaries, and the analysis of major TMS issues and problems.

Teacher Management and Support

Ministries of education are well aware of the range of teacher management and support issues and problems. Donors and ministries of education have carried out studies on TMS issues. Attempts to resolve some of the TMS problems are also well recorded in ministries of education. However, many issues and problems have remained unresolved due to different constraints facing ministries of education. The impact of these problems on the performance of education systems has continued to be a source of serious concerns. The TMS proposal which aimed at encouraging ministries to take action on TMS issues and problems emerged against this background.

To get acceptance and support for the TMS proposal the WGTP launched a careful advocacy and general mobilisation of support for the TMS process and agenda. The proposal suggested, among other things, the need to prioritise TMS issues and also to develop TMS country action plans. It, therefore, became necessary to bring together different TMS country experiences to create a framework of critical TMS issues across the region. Countries used their TMS experiences to build a strong platform for country and regional action. Advocacy, consultations, and discussions served to clarify the scope, vision, and operational strategies for the TMS initiative. Follow up facilitation visits to country working groups extended the role of advocacy in the field and helped establish good relations between the Working Group on the Teaching Profession, and other key actors.

The Teacher Management and Support process that started in 1993, had no precedent at country or regional level in the sub-region. It was adopted as a rapid response action to TMS issues and problems such as, poor school management and leadership, inadequate professional development and support for education managers, and related problems of education management in general. A number of TMS problems caused deep concern to ministiries of education. In particular, the number of untrained school principals, inspectors/advisors and related education managers and the lack of adequate and sustainable systems of professional support. Hence, low morale, poor motivation and weak performance among teachers characterised most education systems in Sub-Saharan countries. The reports of the TMS Harare and Accra review meetings of 1994 and 1995 respectively, provide a register of the range of TMS issues and problems in ministries of education whilst the TMS country action plans of 1995 highlighted those concerns that ministries felt required immediate action.

The TMS process was therefore initiated to assist ministries of education take action on key issues and problems using a TMS approach based on both, individual and collective (regional) action. The perational guidelines have given ministries of education freedom and flexibility to respond to the contexts of their problems in different ways. The key features of the TMS process are that it is:
_ Country-driven
_ Action-oriented
_ Flexible
_ A rapid response strategy
_ A framework for professional exchange network
_ A set of ideas and initiatives.

The process has emerged as a new mobilising framework and as a platform for action on TMS at country and cross-country levels.

Achievements
The TMS process itself constitutes the first major achievement. It is a new approach to mobilising support and action. It is a process in which ministries of education are the decision-makers, leaders, and the main actors. Ministries have accepted and tried the TMS process as an alternative approach to tackling professional and education management issues and problems. The TMS process has been sustained since 1993. Country-working groups have been appointed according to TMS guidelines, and have been sustained as a working framework in ministries of education in: Botswana, Malawi, Gambia, Ghana, Kenya Lesotho, Mozambique, Namibia, Seychelles, Swaziland, Tanzania, Uganda, Zambia, Zanzibar, and Zimbabwe.

Success

Many factors have contributed to the success and sustainability of the TMS process. First, the TMS proposal produced non contentious issues, that were of direct relevance and concern to ministries of education. It was, therefore not difficult to reach consensus on the proposal. Secondly, education officials went through a process of advocacy, consultations, debate on the TMS proposal, that created a proper understanding of the TMS proposal and strategy. This was critical to winning ministries' support for the proposal. The determination of African education officers to succeed in the TMS process has also been a key factor in the present positive results. Over the last six years the TMS process has enjoyed both, visibility and active support from ministries of education. For example, TMS country action plans have been incorporated into national education policies and plans. Local ownership of the TMS process at country and regional level has also contributed to sustaining strong support for TMS among participating ministries of education. The professional exchange that the TMS process has initiated has created mutual trust among African educators and a determination to work together. It is also important to point out the common background which participating ministries of education share. They are all members of the Commonwealth, a factor which has made it easier for them to work together. Unlike other bilateral donor projects, the TMS has bestowed full leadership and ownership of the TMS process on African education officers. This has put full responsibility on them for the success or failure of this initiative.

Funding from the ADEA and its partners has facilitated logistical support to TMS activities such as meetings, seminars, training workshops and exchange visits. Trust among the key actors- the Commonwealth Secretariat, WGTP, ADEA, Ministries of Education and donors has played an important role in the success of the TMS process.

Lessons

The TMS process has brought out a number of important lessons for all the major stakeholders and actors:

1. *The TMS process showed clearly that consultation among senior local education officers, open discussion of issues, and participation of local educators in the process was necessary in creating a shared vision of purpose and goals in TMS. Consultation, discussion and participation of local education officers were also key to securing acceptance and support for the TMS process from the Ministries .*

2. *Ministries of education should experiment alternative cost-effective strategies in their search for solutions to TMS problems.*

3. *Ministries of education can provide good leadership to development initiatives if given the chance, time and resources.*

4. *Given the low level of external investment in the TMS process, the process revealed a great potential in ministries of to undertake similar or related work.*

Country Working Groups

Country working groups have emerged as key actors in the TMS process. They act as lobby agents and delivery vehicles for the TMS process. They are a framework for professional exchange on TMS. Country working groups have to meet the following requirements:

_ Membership should be broad based to include officers from all relevant departments
_ Establishment of CWGs should follow TMS guidelines endorsed by ministries
_ Membership should be gender balanced
_ Country working groups must be formally appointed by the Minister or the PS
_ Leadership of CWGs should be at senior level.

Achievements

The country working group structures have remained the hub of the TMS process. They are a vital link between the WGPT and ministries of education. They translate the TMS process and implement its activities. TMS country working groups have provided a delivery channel for the work of other agencies such as the Commonwealth of Learning (COL), which is using their structures to implement its Science Technology and Mathematics Project (STAMP 2000) in Southern Africa.

Success
The success of the CWG Model lies in the guidelines for establishing country working groups. The model as well as the guidelines were carefully negotiated with ministries of education subsequent to launching the TMS process in 1993. This led to acceptance of the TMS proposal and the Handbook for Country Working Groups (the guidelines). The role of country working groups does not appear to conflict with the established structures and other operation systems. Country working groups and TMS activities do not operate as other bilateral aid projects. They have greater flexibility and the freedom to make adjustments without waiting for agreement time frames to expire. This feature has made a great deal of difference. The influence of country working group members is also crucial. All CWG leaders hold senior positions of influence, a factor that has been very strategic to the operations of the TMS process.

Lessons

1. Country working group structures have demonstrated that, ministries could create strategic mechanisms within their existing systems capable of tackling education development issues and problems.

2   It is a model which is adaptable and can easily be replicated for other action oriented programme activities. It is very cost-effective, local, and has capacity building elements built into it. It has proved to be a viable model for another agency-COL.

3. The major problem facing country working groups is the high turnover of members in some groups. This has caused severe disruption in some participating ministries.

Capacity Building
A major criticism of the education in the sub-region is its weak capacity to meet the challenges of education development. This has been identified in several areas within education systems, both at the institutional level, and among professionals serving in different roles. Therefore a major task of the TMS process is to be build capacity in different areas in response to management and professional training needs identified by ministries of education in the Sub-region. The main strength of the TMS process is that it:

_ It is guided by identified capacity building needs of ministries of education
_ Emphasises diversified local training and technical support.
_ Supports regional co-operation in capacity building
   Supports resource materials development.

The resource materials development undertaken in the TMS process has been targeted to respond to specific needs identified by ministries of education. These include the need to produce new knowledge on TMS issues and problems, and also the need to develop resource materials that would support local initiatives in the professional development of staff. TMS targeted areas previously not adequately covered by ministries of education or donor agencies.

Achievements

The significant breakthrough in this area has been the following:

_ Development of reference publications answering to specific TMS needs

_ Rapid development of training materials

_ Development of key training materials by Africans

_ Adoption of locally produced resource materials by ministries of education

_ Local adaptation and translation of core resource materials.

The development of resource materials has made it possible for ministries of education to train local staff in course development writing. The exercise has created a small but growing pool of local experts on whom ministries can rely for training support. This move towards self-reliance in materials development is another very big step forward. The success of this initiative has inspired others, agencies and ministries of education to use the same approach and the same local resource persons to develop similar resource materials.

The WGTP has facilitated the development of the following publications:

_ *Teacher Morale and Motivation in Sub-Saharan Africa: Making Improvements. 1994*

_ *Harare Review, 1994*

_ *Accra Review, 1995*

_ *Gender Training Needs Assessment (Gambia & Ghana) Report , 1996*

_ *The Legal Framework of Teacher Management: A Study of Teacher Management in Three African Countries- Sierra Leone, Uganda and Zimbabwe, 1996*

_ *Management Structures: A Study of the Function and Performance of Teacher Management Structures in Ghana, Botswana, Zambia and Zimbabwe.1996*

_ *Progress Through Self-Evaluation - The Path to a Better School. 1998*

_ *Setting Staffing Standards for Schools. 1998*

_ *A Trainer's Guide for Induction of Newly Appointed School Inspectors. 1998*

_ *A Self-Study Guide for Newly Appointed School Inspectors. 1998*

_ *A Trainer's Guide for INSET of Serving School Inspectors. 1998*

_ *A Self-Study Guide for School Inspectors. 1998*

_ *Zanzibar Review and Recommendations, 1998*

_ *Creating A Professional Teaching Service. 1999*

_ *A Reference Manual for Teacher Managers. 1999*

_ *TMS Newsletter.*

The publications have been distributed to all relevant departments and officers in ministries of education. Other recipients have included international education development agencies, libraries and academic staff. Issues arising from the publications (Legal Framework of Teacher Management, and Teacher Management Structures) will form part of the agenda for the 1999 Seminar for Commissioners from Teaching Service Commissions and leaders of teachers' trade unions. The significance of the publications lies in the issues and knowledge generated by ministries. The publications are an important addition to the stock of materials on policies and provides the basis for staff development in the sub-region and other areas. For example, a group of 30 Gambian and Ghanaian School Inspectors and Headteachers were trained (1999) as master trainers in methods and techniques of self-evaluation using the publication *Progress Through Self-Evaluation - The Path to a Better School 1998*.

Success
The relevance of the materials to TMS issues and current needs has given encouragement

to ministries, thereby securing strong support for TMS initiatives. The process of resource materials development has been kept administratively simple without compromising quality. This approach has allowed some flexibility and created some leverage in decision-making affecting resource materials development. The Commonwealth Secretariat has provided effective leadership and needed technical advice to country working groups.

African education officers involved in resource materials development have the ability to develop training materials locally. Funding from the ADEA and its partners has been a source of practical support in facilitating writing and training workshops. Access to education officers, ministries' records and reports facilitated the undertaking of the commissioned studies.

Lessons
Many lessons have emerged from the success of resource materials development :
1. *Resource materials development presents an area where ministries could make significant gains in addressing TMS issues using their own resources-financial and human.*

2. *Ministries of education have officers who can contribute to, or lead resource materials development if given the opportunity and resources.*

3. *The availability of resource materials can act as a big incentive to initiating training activities locally as evidenced in the Gambia, Ghana, and countries in East and Southern Africa.*

4. *The major challenge to the ministries of education in this area is maintaining the momentum gained with local resources. It is a challenge ministries can stand up to if only they can organise their priorities well. They need also to demonstrate that they can undertake this initiative further without relying on external financial assistance. This is possible.*

Training

Ministries of education have always provided staff training under different arrangements. The 1960s, '70s, and '80s saw a predominance of overseas staff development training under donor scholarship schemes. Availability of overseas scholarships had both positive as well as negative effects. Scholarships gave newly independent countries a quick start in postgraduate staff development. However, it also prevented some ministries of education from developing and diversifying local training programmes. Consequently, the decline in overseas scholarships in the 1980s and 1990s left some ministries of education stranded. Against a background of declining resources locally, the search for alternative training proved very difficulty. While some local training has continued to be provided often under very difficult conditions, specialised training has suffered neglect, leaving huge professional gaps in the systems.

One of the major activities of the TMS process has therefore been aimed at initiating and supporting staff development at regional, country, cluster/zone, and school level. The

TMS uses local trainers. This approach is cost-effective for ministries of education as it uses local trainers and provides a quick cascade local training. The training of master trainers is given priority over other groups.

Achievements

The TMS has supported and achieved the following in training:

64 resource materials developers trained under the SADC-TMS, 1997/98

50 School Inspectors master trainers trained under the SADC-TMS,1998

28 School Inspectors trained in Zanzibar, 1998

10 regional master trainers trained for school inspectors programme, 1998

31 Mozambicans lead trainers for head-teachers training programme, 1998

 8 Ghanaian inspectors trained as lead trainers for inspectorate,1998

35 Zambian school inspectors trained, 1999

55 Inspectors were trained in Swaziland in August 1998.

30 Gambian school inspectors and head-teachers trained in self-evaluation, 1999

Botswana, Ghana, Namibia, and Zimbabwe have prepared plans to train inspectors using local trainers and local training materials. This is a significant breakthrough for the countries in the region and a major achievement in co-operation among ministries of education on common issues. It has also demonstrated, as in the case of materials development, that ministries have capacity to tackle some of the problems using available local resources.

Success

TMS training initiatives have succeeded because of the commitment of ministries of education. Participation of school inspectors and related senior education officers in developing resource materials has acted as a major incentive in generating support for local training. Target beneficiaries (headteachers, school inspectors etc.) have welcomed and accepted local training as relevant to their needs. There is also a realisation among target beneficiaries that this local training offers a good value opportunity in staff development.

Lessons

The lessons from the training activities are that:

1	*The activities that have been undertaken have demonstrated that there are alternative cost-effective professional development approaches available to ministries of education.*

2	*Ministries of education can build capacity for the professional development of*

teacher, head-teachers, school inspectors and related education officers using local resources.

3   There is emerging evidence also that African countries can use their local experts to support each other's training programmes. This fosters the sharing of professional experiences and also gives recognition to local experts. Participating countries have replicated at country level, the training activities carried out at regional or pan-African level.

4.   Small investments could produce bigger gains if they are backed up by a well thought through plan of action. The plan does not necessarily need to be too complex in conceptualisation and implementation procedures.

However, there is room for further development.

1   Ministries of education should take a more structured approach to providing training. Professional development and other training activities should reflect a strategy aimed at achieving both short and long-term objectives.

2   There is also need to institutionalise some of the key professional training activities such as the school inspectors and head-teacher training programmes.

3.   A major lesson emerging from the resource materials development and training activities is that, ministries ought to examine very carefully their current policies and   practices in the utilisation of local capacity. What the ministries have achieved under the ADEA initiative could have been undertaken locally without external intervention.

4.   Another major lesson is that ministries of education could achieve their desired objectives in resource materials development and training using less complex programme or project approaches.

Inter-country training assistance
In-country professional training for education staff has always relied on two categories resource persons, local trainers who are part of the government establishment, and expatriate training experts. Expatriate trainers bring a wealth of experience to local training programmes and general capacity building. However, this group is often expensive to maintain and many of its members take time to adjust to the local culture and work environment. This adds another cost to maintaining expatriate staff. The number of expatriate trainers in local training institutions has been declining over the last decade. Donors have tightened their project frameworks to justify every aspect of their assistance. The search for better priorities in development aid has meant also moving resources around. In the process, many areas such as local training have been left to be supported by ministries of education using local resources. Unfortunately, for many countries the gaps left by shifting development assistance have been difficult to fill up.

Despite these difficulties ministries of education have continued to seek cost-effective

strategies aimed at improving the quality of staff performance. The TMS process has encouraged ministries of education to look at the prospect of using local regional capacity in providing staff training. Ministries are gradually taking up this approach as an alternative to external technical assistance as evidence below shows.

Local experts have been used to provide inter-country staff training. Two experts from the SADC-TMS regional group helped train 30 school inspectors in West Africa. Prof. Jotham Olembo of Kenya trained 50 head-teachers in Cameroon in August 1997. John Lodiaga of Kenya trained 31 Mozambican lead trainers for the Mozambican head-teacher training programme. Alfred Ilukena of Namibia and Geoffrey Tambulukani of Zambia trained 28 Zanzibar school inspectors in Zanzibar. Ghanaian and Gambian school inspectors were trained by two education officers from Zambia and Zimbabwe. A Zimbabwean trainer facilitated the school inspectors training programme in Botswana in July 1999.

Achievements
Inter-country training assistance being undertaken under the TMS process has helped ministries of education provide much needed staff training. The approach has helped increase the training of school inspectors more than has ever been attempted before in the sub-region. Inter-country training is helping ministries to share professional expertise in the region. It is also contributing to building self-reliance and confidence among local professionals. Local experts are gradually gaining recognition locally and across the region. The success of this initiative created a platform on which other cross-boarder staff development activities could be built.

Culturally, inter-country trainers are readily accepted because they are already well known within the TMS network. There are no total strangers. This has enormous advantages for training activities.

These short term assignments cost ministries of education far less than what they would pay for overseas training experts.

Success
The source of success in this area is not difficult to find. Ministries are willing to experiment with initiatives that offer promise to help them tackle current staff training problems. Country working groups are determined to assist ministries in areas of need such as staff training. Success has also been due to the availability of key resource materials. Local trainers participated in developing these materials. This too has made its contribution the successful outcomes in training activities. It is also true that this form of technical assistance has not challenged or disrupted existing bilateral technical assistance arrangements, hence its acceptance by all parties. Arrangements for these activities have been kept relatively simple to facilitate the execution of short-term assignments.

Lessons
1.   *The significant lesson from this assistance is that ministries of education have several areas in which they can experiment with different training initiatives with prospects of success.*

2.   Ministries of education are increasingly willing to co-operate and assist each other. Both, donors and African governments should use this new   opportunity to expand and strengthen south-south co-operation in education.

Networking

African educators have had different mechanisms for networking and sharing professional and other related experiences. Teacher organisations, especially trade unions, have always facilitated professional exchange in the teaching service through meetings, exchange visits, and focused training programmes. Senior education officials have met frequently at international conferences, seminars or meetings to discuss issues in education. Though relevant, such meetings have however often lacked intimacy and may not have a direct impact on participating ministries.

The professional exchange that has been undertaken under the ADEA work programme since 1993 has been unprecedented. For the first time there has been direct professional interaction between Anglophone, Francophone, and Lusophone educationists. A joint TMS seminar held in October 1997, in Abidjan, proved very useful in this respect, broadening understanding of TMS issues and problems across the sub-region.

In 1995 the SADC-TMS group established a professional exchange forum for Permanent Secretaries. Its main role is to facilitate the implementation of SADC-TMS activities. It endorses regional TMS activity proposals through a democratic process of consultation and discussion. The forum has therefore emerged as a platform for professional exchange and initiating the process of change. Its major achievement has been the school inspector resource materials development and training in the region. The group now meets regularly to discuss regional TMS and related education issues. A decision to establish a new TMS forum for Teaching Service Commissioners in Africa was taken at the recent regional seminar for teaching service commissioners held in Nairobi, Kenya 27-30 September 1999. The meeting came up with conclusions and recommendations that will benefit many ministries of education dealing with issues of teacher management.

Achievements

 Networking and sharing of experiences has developed a professional exchange never seen before. Professional exchanges have given African educators a better understanding of TMS issues and initiatives across the sub-region than was the case before 1993. The sharing of experiences has also built a bridge between different language groups (Anglophile, Francophone, and Lusophone) in Africa. A bonding is emerging around the TMS process among African educators. They are determined to share experiences and work together on some common issues.   Exchanges through meetings, training workshops, and seminars have also been a source of inspiration for different TMS related initiatives such as study visits and, adoption and adaptation of training materials as seen in Mozambique.

The sharing of experiences has opened a new learning process for all parties involved. Sharing experiences has led to sharing expertise within the TMS community. For example,

the SADC- TMS writing team recently assisted the Commonwealth of Learning (COL) develop course materials for Science, Technology and Mathematics Project (STAMP 2000). This is a project for six countries - Botswana, Malawi, South Africa, Zambia and Zimbabwe. The team has also trained 28 course writers at Domasi College of Education, Malawi and produced nine modules for re-training teachers by distance mode.

Success

Success in this area should attributed to ADEA support. ADEA and its partners have facilitated sharing of experiences across countries through meetings and support to working group field activities. Ministries now face a big challenge to sustain the professional exchange and networking developed under ADEA initiatives.

Lessons

10   The sharing of experiences and networking are slowly bringing down barriers that have existed between Africans of different language groups. The exchanges have been a source inspiration, new knowledge, and a catalyst for new initiatives. It was possible to launch the SADC-TMS school inspectors initiative after participants got to know each other well.

20   Sharing of experiences has also contributed to building trust among the various actors.