

CONTINENTAL FRAMEWORK OF STANDARDS AND COMPETENCES FOR THE TEACHING PROFESSION:

Context of the Framework:

Education is a fundamental human right and the foundation for peace and sustainable development (UNESCO IICBA, 2017). It is indeed a public good that provides all segments of the population with opportunity to engage actively in civic life, make informed choices and acquire knowledge and skills that can enable them to live fulfilled lives, and “qualified, motivated and empowered teachers play a central role in education delivery (International Task Force on Teachers for Education 2030, 2018). Again, “Quality education is predicated on high quality teaching, for all students, in all circumstances” (Looney, 2019:7). Therefore, the need for qualified teachers who attain the right standards and competencies cannot be over-emphasized. This is more so in the realization that there is serious teacher gap and learning outcomes in schools that have met the international expectations. Thus, there is globally much talk about the existence of a “teacher gap” which implies a shortfall in teacher quantity and quality, and consequently crises in teaching and learning (African Union, 2017a; International Labour Organisation, 2016; UNESOCO, 2015a, 2015b; UNESCO Institute for Statistics, 2017, 2018a, 2018b)

Furthermore, CESA 16-25 gave rise to the Recommendations of the African Union (2017a) “Study on teacher training, working, and living conditions in member states”, the Nairobi Declaration by high-level education authorities in Africa which renewed the commitment to CESA 16-25 (African Union 2018), and the Continental Teacher Mobility Protocol (African Union, 2019a). The Frameworks and Guidelines are anchored on the demands and mandates of these continental documents. They all envisage enhanced quantity and quality of teachers and teaching in Africa as critical components of the efforts to improve the education system in the continent.

Nature of the Framework:

The overarching aim of the Framework is CESA 16-25 Strategic Objective 1 which is to: **“Revitalize the teaching profession to ensure quality and relevance at all levels of education”** (*African Union, 2016b*)

Baseline of common reference:

The framework serves as a baseline of common reference among member states of the African Union with regards to standards and competencies in the teaching profession. It does not seek to impose standards and competencies on Member States but to guide, motivate and inspire the various jurisdictions to adopt international best practices which can enhance inter-operability and mutual cooperation for the benefit of Member States. These are an integral part of the vision and mission of the African Union.

An aspirational blueprint:

The framework is basically aspirational in nature. It serves to inspire the Member States to “face forward” to the big visions and dreams of the continent. It is purely an attempt to put into practice the vision, mission, strategic objectives, targets and recommendations of the SDG4c, AU Agenda 2063, CESA 16-25 and AU (2017) study, as the case may be. It envisions Africa of 2025, 2030 and 2063 and thus proposes the best principles and practices that can usher in the right teaching force for those years.

Inter-connection of the framework of standards and competencies with other continental frameworks and guidelines:

The continental frameworks and guidelines of the teaching profession are cross-cutting. Basically, they are the Framework of Standards and Competencies, Teacher Qualification Framework, Teacher Mobility Protocol, and Guidelines for the Regulation of Teaching. These policies have a complex relationship best explained by the systems theory, which postulates that for an entity made of interrelated and interdependent parts, the overall well-being of the entity depends on the effective functioning of all the composite parts. In this sense, it is difficult to talk of one of the frameworks without the other because they depend on one another to function effectively.

For instance, the Teacher Qualification Framework is founded upon the Framework of Standards and Competencies. Similarly, the Teacher Qualification Framework and Framework of Standards and Competencies cannot function in a vacuum, without appropriate legal and governance environment, which the Guidelines for the Teaching Profession seek to establish. The Southern African Development Community (SADC, 2018) recognized these interconnections; thus, in developing its Regional Framework for Teacher Professional Standards and Competencies, it made references to its 1997 SADC Protocol which acknowledges that whilst each Member State has its own policies for education and training, cooperation and mutual assistance in education is desirable. This can be facilitated more effectively through the development of harmonized and eventually standardized policies and frameworks regarding education and training.

Furthermore, the Continental Teacher Mobility Protocol and Continental Teacher Prize, which are noble and transformational initiatives of the African Union are also intricately linked with the earlier mentioned Frameworks and Guidelines. They will provide the standards and criteria and right environment for teacher mobility to take place across national boundaries, and for the “Best Teachers” in the continent to be determined. The Teacher Qualification Framework will inspire the adoption of common best practices and reduce the current serious differences in teacher education and professional qualification policies and practices. This will then make the teaching qualifications more transferable across the national boundaries and therefore promote the Teacher Mobility Protocol. Also, the Framework of Standards and Competencies for the Teaching Profession will provide a common baseline for determining the Best Teacher for the Continental Teacher Prize each year.

Implications of the framework for reform:

The framework will warrant fundamental reforms in teacher education and creation of minimum standards for the professionalization of teaching in Africa. Some of the best explanations about the powerful implications of the professional standards for the education sector are contained in the National professional standards for teachers in Namibia released by the Ministry of Education, Namibia (2011). The Ministry explained

that the standards will be the foundation for important policies and practices under teacher education in the country including teacher education learning programmes, accreditation of teacher education, assessment of interns appointed to support a school, registration and licensing of teachers, in-service programmes for teachers, and ongoing professional development for various career streams (Figure 1.2). The centrality of professional standards and competencies is also illustrated in figure 1.3, showing that issues such as career path, initial teacher education, accreditation of teacher education, professional registration and licensing, induction and mentoring, continuous professional development, school leadership and teacher prize are anchored on the professional standards and competencies.

Scope of the framework:

The framework pertains specifically to teachers and school leaders (head teachers and principals) at the pre-primary, primary, junior and senior secondary education levels. They provide insight to the professional standards and competences that teachers and school leaders must demonstrate in the course of their careers. The international guidance framework for professional standards defined teachers “as individuals holding formally recognized teaching qualifications and who meet standards of practice that are defined, judged and recognized through the teaching profession” (Looney, 2019:7). Also, the scope of the frameworks agrees with the explanations by the ILO/UNESCO Recommendation concerning the Status of Teachers adopted in 1966 and which was also used by UNESCO (2015a) in its Teacher Policy Development Guide.

According to the ILO/UNESCO (1966), teacher refers to: *“all those persons in schools or other learning sites who are responsible for the education of children or young people in pre-primary, primary, lower secondary and upper secondary education. These include teachers or educators in early childhood education (ECE) and teachers in lower or upper secondary vocational education, where either are provided in a formal school setting. The Guide equally covers teachers in both public and private institutions (including non-governmental organizations) and school heads, directors or principals*

and deputies as part of school leadership and governance. (ILO/UNESCO, 1966; UNESCO, 2015a:14)”

Purpose and Uses of the Framework:

The primary purpose of the framework is to define the level of knowledge, practice, values, ethics and conduct expected of teachers and school leaders in the dispensation of their professional tasks. However, the framework can serve a variety of purposes and uses in diverse contexts. In agreement with the views of Nwokeocha (2017), SADC (2018), UNESCO (2015), and other sources, the framework has purposes and uses that include the following:

1. Helps to develop a shared understanding, common goals and language regarding quality teaching among teachers, other education professionals and the public;
2. Provides a framework to guide teachers' professional learning and development;
3. Provides a clear and fair framework for professional accountability;
4. To provide a point of reference for quality education among Member States of the African Union and a sense of identity;
5. Provides a framework to improve consistency and coherence of teacher policies;
6. Contributes to professionalization and raising teaching professional status;
7. Models examples representing ideals of professional quality and practice for teachers, along different career stages;
8. Provides uniform measures for the management of relationships and transactions in teaching, teacher education and professional development;
9. Facilitates monitoring as rules to be checked for compliance, by institutional and professional bodies;
10. Gives effect to the policies of the African Union regarding professionalization of teaching especially the harmonization of the professional standards and competencies of Member States in particular and CESA 16-25 in general;

11. Serves as a continentally accepted and contextualized standard of teaching that facilitates learner and teacher mobility, and allows comparability between Member States and with other regions;
12. Helps to improve the quality of teaching/teachers through teacher professionalization and regulation of the profession through licensing and accreditation;
13. Provides a platform for sharing best practices;
14. Helps to standardize the teaching profession;
15. Classifies teachers and school leaders according to their skill level;
16. Identifies the standards and skills required for each stage of the career path;
17. Translates the requirements into standards and skills in training plan necessary to evolve one's career. It therefore promotes career development;
18. The skills provide a global vision of training in a trade and standards are used to ensure the quality of services in a trade;
19. Standards are important for training, licensing and for promoting teachers and school;
20. It is important for research and comparative analysis;
21. Performance management;
22. Serves to identify the strengths and challenges teaching professionals;
23. Identifies among the teaching professionals those areas where excellence needs to be maintained or improvement is desirable;
24. Provides remedies for performance that fails to contribute to productive professional and educational environment;
25. Encourage continuous professional growth and training;
26. Facilitates the recruitment of the right quality of educators;
27. Provides bases for the compensation, supervision, recruitment and promotion;
28. Standards must be at the base of everything. They give more precision to the teaching profession: they define the field of action of the teachers.

CONTINENTAL TEACHER QUALIFICATION FRAMEWORK:

Introduction:

Continental Teacher Qualification Framework (CTQF) is one of the series of frameworks borne out of the first Strategic Objective of the Continental Education Strategy for Africa (CESA 16-25). The first Strategic Objective is to “*Revitalize the teaching profession to ensure quality and relevance at all levels of education*” (African Union, 2016b). Indeed, the entire CESA 16-25 is a direct response to the Sustainable Development Goal (SDG) 4-Education; and the first Strategic Objective of CESA deals with SDG4c target commits to providing the required teacher quantity and quality to address the gross insufficiency of qualified teachers in schools. The framework is also a means of realizing the African Union Agenda 2063: The Africa We Want. The Agenda calls for “a prosperous Africa based on inclusive growth and sustainable development...” (African Union, 2016a). Additionally, there are several other continental and global documents and instruments that have emphasized the need to create common referential frameworks for teacher qualification, professional standards, professionalization of teaching and teacher mobility across national boundaries. These include the African Union (2017a) “Study on teacher training, working, and living conditions in member states”, the Nairobi Declaration by high-level education authorities in Africa (African Union 2018), and the Continental Teacher Mobility Protocol (African Union, 2019a). Others are the International Labour Organisation (ILO)/UNESCO (1966) Recommendations concerning the status of teachers; Outcome Statement of the 10th Policy Dialogue of the International Task Force on Teachers for Education 2030 (2017); and the Teacher support and motivation framework for Africa by UNESCO-IICBA (2017).

The cited authorities are unanimous that teaching must be professionalized at this time and one of the best ways to guarantee this is to establish benchmarks in order to guide teacher preparation, continuous professional development and the overall regulatory framework of the teaching profession. These are primarily what the CTQF

seeks to project and the impact creates a positive chain of reactions that will or can transform teacher quality in Africa.

Be aware of these likely benefits, the African Union (2017a) study specifically called for the following:

1. Establishment of continental professional standards;
2. Enforcement of a basic academic degree/diploma as the minimum entry requirement into the teaching profession;
3. Redesigning of the training of teachers to include induction and mentoring for the pre-service and in-service teacher education programmes;
4. Systematically reviewing the five-year teacher education curriculum to improve the impact;
5. Harmonizing initial preparation courses for ALL teachers prior to specialization (a common foundation course for all learning levels) at the country, regional, and continental level;
6. Establishing the Schools of Education for continuous professional development (as a matter of policy) for teachers, in all member states;
7. Introducing the administrative academic qualifications for teachers who will take up school leadership and management duties at the country level;
8. Developing country specific roadmaps towards the professionalization of the teaching force;
9. Developing a systematic programme to upgrade and phase out primary teacher certificate awards in favour of post graduate diploma and graduate certificates at the country level. (African Union, 2017:82)

The Continental Teacher Qualification Framework (CTQF) has focused squarely on this great future which the African Union had wished for teacher education development and professionalism in Africa. Consequently, the entire lists of actions advocated above have been crafted into their appropriate places in this framework to turn them into actual, implementable policies. **Therefore, the framework holds a great promise for the transformation of the teaching profession in Africa.**

Approach to the Design of the Framework:

There is flexibility in the designing of any educational policy; however, this could be challenging while doing so for continents and other regional blocks populated by member states of different historical, political, cultural, linguistic and economic backgrounds. This is more so for Africa where colonialism has entrenched different educational systems that follow the patterns in the mainland. Europe which once wielded the political power across the continent. Thus, the English, French, Portuguese systems of Education have their peculiarities and traditions. Similarly, the Arabic region of the continent also has its system seemingly running for it perfectly. To develop a framework that can harmonize the teacher qualification policies, principles and practices of all of these areas therefore could be a daunting task. Nevertheless, the fact that African Union, which is the mother organization of all 55 member states, had called for the teacher- and teaching-related frameworks demonstrates the commitment of the entire continent to jointly work out a harmonized system of teacher education, development and professionalism for the enhanced good of the education systems of member states. In designing the CTQF, therefore, there has been strong reliance on international guidance frameworks, which makes its adoption by member states much easier and also promotes its interoperability with other international frameworks.

One of the international frameworks that guided the design of the Continental Teacher Qualification Framework (CTQF) is the International Labour Organization's (2007) *"Introductory Guide to National Qualifications Frameworks: Conceptual and Practical Issues for Policy Makers."* The ILO note that there is no single best approach to the development of qualification frameworks but believes the guide it provided is capable of yielding good qualification frameworks. The guide includes three key areas which are purpose and scope, strategy, and design and implementation.

In addition; the design of the Continental Teacher Qualification Framework covered a great array of issues such as:

1. UNESCO International Standard Classification of Education (ISCED), 2011 described as the first pillar of the CTQF and provides the qualification levels and descriptors;
2. African Union (2019c) Continental Framework of Standards and Competences for the Teaching Profession which is the second pillar of the CTQF and basis for the ultimate validation of learning outcomes of initial teacher education;
3. Initial Teacher Education including the qualification pathways, curriculum framework, quality framework, quality indicators, accreditation process, learning outcomes, etc;
4. Induction and mentoring of “Beginning Teachers” as well as “Beginning School Leaders”;
5. Advocacy for common foundation course for all teachers before specialization;
6. A paradigm shift towards degree level teacher education as the minimum entry into the profession, by 2025;
7. Competency tests based on professional standards and competences as part of the quality framework for teachers and school leaders;
8. Continuous Professional Development (CPD) modules, accreditation process, credits, assessment, learning outcomes, advancement on the career path and related matters;
9. School Leadership which includes the leadership certification programme, quality framework for school leadership in Africa, and advancement on the leadership career path;
10. Strengthening the professional standards and competences for school leadership;
11. Establishing a career path for teachers and school leaders that ensure teachers first practice in the classroom before advancing to the leadership track;
12. Professional registration and licensing of teachers and school leaders;
13. Establishment of Continental Teachers Registration Board;
14. Establishment of School of Education at country level;
15. Implementation touching on governance, processes and strategies, and many other important matters related to the framework.

The comparability of the CTQF to other international qualification frameworks needs to be emphasized at this point. A key feature of the CTQF is that it is specific to the teaching profession. It is therefore a professional tool with its peculiarities unlike other qualification frameworks that are generic and speaks to all disciplines in the polity. Nevertheless, by covering the relevant issues recommended by the International Labour Organisation (2007) regarding the designing of qualification frameworks, and utilizing the UNESCO ISCED 2011 levels and Continental Framework of Professional Standards and Competences which is already aligned to the global guidance framework, and other measures, the CTQF is easily comparable to other internationally popular qualification frameworks.

For instance, the European Qualifications Framework (European Commission, 2018) which has eight levels like ISCED will interoperate smoothly with the CTQF.

Lastly, the CTQF is divided into the following key sections:

- a. Introduction
- b. Levels and Descriptors of the Framework
- c. Initial Teacher Education
- d. Continuous Professional Development
- e. School Leadership
- f. Implementation

Purpose and Scope of the Framework:

❖ Creating a common referential for teacher qualification in Africa:

The key purpose of the CTQF is to serve as a referential for teacher qualification in Africa. This will be achieved through the synchronization and standardization of teacher development and qualification recognition criteria across the member states of the African Union using the CTQF as guide.

❖ Comparability of qualification systems globally:

The CTQF seeks to promote the comparability of teacher qualifications in Africa with the rest of the world. This has been achieved by aligning the framework to the relevant global qualification levels, competency frameworks and following the guidelines of the International Labour Organisation (2007) in the designing of the framework. The high comparability of the CTQF with others anywhere in the world shall facilitate the integration of African teachers into the global teaching force and promote their recognition and mobility in keeping with the tenets of globalization and aspirations of the United Nations and International Labour Organisation. Accordingly, the framework will serve as a veritable “translation device between different qualifications systems and their levels” (European Commission, 2018:5).

❖ **Promoting teacher quality:**

The CTQF is a system of best practices existing anywhere in the world. By integrating these best practices and spreading them across the continent through the common application of the framework, teacher quality will be more than ever enhanced and education in Africa will be transformed. This is more so because the teaching profession is the most critical factor in teaching and learning and educational development; therefore, every inch of the improvement in the quality of teaching is bound to come with several positive multiplier effects for the good of the education systems of the continent.

❖ **Moving forward the implementation of the Teacher Mobility Protocol:**

The African Union has always had the dream and aspiration of building a true union of the people where goods and services could freely move across national boundaries to address developmental challenges. But this cannot be possible without successfully implementing those important protocols intended to actualize the dream. The African Union (2019a) Teacher Mobility Protocol is one of such instruments intended to promote the free movement of labour. The CTQF will catalyze the implementation of the protocol because the harmonization and standardization of teacher qualification and recognition will imply a freer and quicker acceptance of teachers across the international boundaries.

❖ **Transparency and Accountability in the Teaching Profession:**

The alignment of the national teacher qualifications frameworks to the CTQF implies that lethargy, suspicion and lack of information concerning how the teaching profession works among member countries will reduce drastically. The CTQF will create a common system which will promote openness, accountability and public confidence in the teaching profession.

❖ **Driving the Dreams of 2025, 2030 and 2063:**

The African Union and the global community have set audacious goals about what they want the future to be. These are captured in the African Union CESA 16-25, Agenda 2063: The Africa We Want, and Sustainable Development Goals (SDG) 4- Education (United Nations, 2015). It is obvious that these dreams cannot be realized if things are left to be the way they are currently. There is need to create an aspirational framework that will constantly remind the people about where they wish to be and what it takes to get there. That is a very important purpose to be served by the CTQF. It has articulated the critical strategies that could build the teaching force that Africa would like to see by 2025, 2030 and 2063 and thereby becomes the beacon of hope that Africa will achieve these dreams, if faithfully implemented.

❖ **Creating career pathway for merit-based and accelerated career advancement:**

The CTQF has come with great strength in certain areas one of which is the promotion of the career path, an emerging global strategy that strikes at the core of teacher motivation and awakens the enterprising spirit of the teachers and school leaders. Theoretically speaking, great systems, nations and epochs in history were built by people with an enterprising spirit. Much of this spirit has been locked down in the teaching profession in the absence of clear pathway for progression. With Africa joining the rest of the world to promote this new strategy, it is believed that enormous energy of the teachers and schools will be released for professional

development, leading to amazing accomplishments, a sense of pride and professional recognition.

❖ **Development of common professional language:**

Part of what separates noble professions from the rest of the vocations is the rich base of the esoteric and technical languages that bind practitioners together. Sociologically, this has been proven to be among the key features of professionalism and has important benefits for the growth, development and public respect that the professions command. The CTQF has immensely added to the growing internationally acceptable common technical and professional language among teachers around the world. This way, teachers can communicate and understand themselves better and it will become much easier to building stronger teaching and learning systems.

Scope of the Framework:

The CTQF is a comprehensive tool for teacher development and professionalism. It encompasses initial teacher education, teaching practice, induction, and mentoring, and up to continuous professional development, progression along the career pathway and fulfilment of professional regulatory policies and practices, all of which together constitute what is known as teacher qualification in its broadest sense. Therefore, teacher qualification is not used in this framework in a restrictive sense to imply qualification from a teacher education institution; rather it refers to the totality of what it takes to enter and remain in the teaching profession on a life-long basis and in accordance with the laws and ecosystems of the member states of the African Union.

At the centre of the framework are basically the teachers and school leaders (head teachers and principals) at the pre-primary, primary, lower and upper secondary education levels. These are the professionals whose education and rise on the job will be directly guided by the framework. However, all other stakeholders directly or tangentially connected with teacher development, career management, education

policy development, and general administration of the school systems are equally connected with this framework. Therefore, the implementation of the framework is a collective responsibility that transcends the teachers and school leaders to all critical stakeholders involved in the education system.

Teacher educators in particular are affected by the provisions of the framework as they are principal agents in the preparation and determination of the quality of graduates from the teacher education institutions. The service providers with regards to continuous professional development, similarly, have onerous task of partnering with the teachers, school leaders, school management and regulatory authorities for quality assurance of the programmes.

Above, the governance of the framework rests substantially on the teaching regulatory authorities of each country and at the continental level. Therefore, this framework touches on all of these and other related, critical issues.

CONTINENTAL GUIDELINES FOR THE TEACHING PROFESSION:

Introduction:

Teaching is the mother and foundation of all other professions because every professional was educated by a teacher. It is equally an established fact that of all factors that contribute to student achievement, teaching has the single greatest effect (Niemi & Kallioniemi, 2012 cited in UNESCO 2015b; US Department of Education, 2004).

Education is “the most powerful weapon, which you can use to change the world” (Mandela, 2004); there is no other force on earth known to humanity that transforms like education. It is the source of the most critical knowledge, skills, values, attitudes and orientations for building the political, economic, health, and cultural institutions of nation states. Aware of the potency of education, the United Nations (2015) stated that Agenda 2030 can transform our world.

Teachers, who have the single greatest effect on educational achievement, therefore clearly stand out as important agents of change and pillars of the “Africa We Want” (African Union, 2016a). Thus, it has been said that “no country can rise above the quality of its teachers” (Federal Republic of Nigeria, 2013). The Africa We Want is a continent that is prosperous and “based on inclusive growth and sustainable development”, and this is not possible without a strong educational system driven by high qualified, well-motivated teachers who enjoy commensurate, if not more, social recognition and status as other professionals in society. This desire to reposition teaching as a critical agent of change both in education and society has thrust upon member states of the African Union the duty of adopting and implementing the Guidelines for the Teaching Profession.

Context of the Guidelines:

In the beginning, teaching was a highly respected profession (Majasan, 1996). This was the early days when Western Education was newly introduced in Africa. Then, though teachers merely had rudimentary preparation as teachers, they carried on the vocation with passion and missionary devotion. They put in their best in terms of knowledge, skills and morality, and the society saw them as the epitomes of rectitude. Their impact on teaching and learning was distinctive and pupils and students that passed through their tutelage were notable not only in learning but also character. Teachers therefore enjoyed high social worth and were reckoned to be next to the traditional and religious leaders who were then at the apex of the social strata.

At such time that teachers enjoyed very high social status, most of the brilliant pupils and students had just one ambition: to become a teacher. The respected position of the teaching profession therefore made it possible to continually recruit the brightest and best among the students into the teacher training colleges and eventually into the teaching profession. Quality teaching and learning supplied the initial school graduates that laid the foundation for the growth and development of Africa.

Over time, however, social, political, economic and cultural changes in Africa contributed in complex and diverse ways to erode the worth of the teacher. Among these factors were the rise of materialism and globalisation which opened up the internal and international boundaries and pulled away the bright, brilliant and aspiring children and youth into the search for “greener pastures”. Teaching was left “behind” with its relatively unattractive conditions; poor training, working and living conditions (African Union, 2017a).

These days, finding qualified and interested candidates to recruit into the teacher education institutions across Africa has become a daunting task. Often, the candidates admitted into the institutions are those rejected by other disciplines and professions. Even after completing their teacher preparation programmes, a substantial number of such graduates are still lost to other occupations. It is not surprising, therefore, that Africa is currently faced with an intolerable magnitude of dearth in quantity and quality of

teachers and millions of children in school are said to perform below expectations (UNESCO Institute for Statistics, 2017, 2018a, 2018b).

UNESCO Institute for Statistics (2018a) revealed the following worrisome state of teaching and learning in Africa: that “One in five children, adolescents and youth” or 263 million children are out-of-school, globally. The sub-Saharan Africa tops the regions with the highest out-of-school children – it has a rate of 32.3% and 96.9 million (36.8%) of the 263 million out-of-school children. Also, about 617 million – or six out of ten – children globally do not meet the minimum proficiency levels required for reading and mathematics. Of the 617, “sub-Saharan Africa has the single largest number – 202 million – of children and adolescents who are not learning. Across the region, nearly nine out of ten kids between the ages of about 6 and 14 are not gaining minimum proficiency levels in reading and mathematics” (UNESCO Institute for Statistics, 2018a:1)

According to UNESCO (2015b) there is a global need for 3.2 million more teachers for primary education and 5.1 million more for junior secondary in order to achieve SDG4-Education. These figures exclude teachers required to replace those retiring or leaving the service for various reasons. Furthermore, many teachers currently in the school system are not adequately qualified. In the estimation of UNESCO Institute for Statistics (2017, 2018a), a total of 69 million teachers are required globally for basic and secondary education to meet the demands of SDG4-Education. Africa has a huge share of this need for additional qualified teachers and retraining of the existing ones (African Union, 2017; International Labour Organisation, 2016).

In terms of student-teacher ratio, most of the African countries have ratios of 30-83:1 (UNESCO Institute for Statistics, 2018b). As stated by Actionaid (2017): In many countries there are simply too few teachers educating children, meaning pupils sit in grossly over-crowded classrooms. As of 2012, 24 countries in sub-Saharan Africa with data had pupil/teacher ratios in primary education exceeding 40:1. Many countries also suffer from poorly qualified teachers; in one-third of the countries with data, less than 75% of primary school teachers are trained to national standards. (Actionaid, 2017:38).

Similarly, the African Union (2017a) “Study on teacher training, working, and living conditions in Member States” exposed the prevalence of high student-teacher ratio across Africa. It stated that the ratio was generally above a recommended threshold of 35:1 and opined that “in spite of some remarkable steps towards bridging the [teacher] gap, most of the countries were trailing behind the expected annual increase in the number of teachers churned into schools” (p.70). Indeed, a World Bank study conducted by Bashir, Lockheed, Ninan & Tan (2018) titled “Facing forward: Schooling for learning in Africa” concluded that truly, Africa is experiencing a learning crisis.

Against this backdrop, there is need to take urgent steps to address the teacher question if Africa must meet the Sustainable Development Goals (SDG) 4-Education, particularly SDG4c that calls for the supply of adequate quantity and quality of teachers by 2030 (UNESCO, 2015b; United Nations, 2015). Rightly too, the African Union Continental Education Strategy for Africa (CESA 16-25), which is a direct response to SDG4, stated the “revitalisation of the teaching profession” as its first strategic objective. This means that the African Union has long committed to prioritising the teaching profession as “first among equals” in the continent’s action plan. These Guidelines, therefore, address issues that are of fundamental nature in the growth and development of the continent. They are timely because member states through CESA 16-25 and the Recommendations of the African Union (2017a) study endorsed that immediate and appropriate steps be taken.

GOAL AND OBJECTIVES:

The goal of the Guidelines is to empower Member States to raise the quality and professional status of teachers to bring about a transformation of the education system that is in accord with the African Union Vision, Mission of CESA 16-25 and CESA Strategic Objective 1 hereunder expressed:

AU Vision: “Peaceful and prosperous Africa, integrated, led by its own citizens and occupying the place it deserves in the global community and in the knowledge economy.”

Mission of CESA 16-25: “Reorienting Africa’s education and training systems to meet the knowledge, competencies, skills, innovation and creativity required to nurture African core values and promote sustainable development at the national, sub-regional and continental levels.”

CESA Strategic Objective 1: “Revitalize the teaching profession to ensure quality and relevance at all levels of education.”

The objectives of the Guidelines are as follows, to:

1. Provide an anthology of laws, policies, principles and practices that Member States can contextualise and institutionalise to professionalise teaching in their jurisdictions;
2. Generate a common language and understanding of the concept of professionalisation of teaching;
3. Build consensus and prioritise measures to professionalise teaching in Member States;
4. Commence the full professionalisation of teaching in Member States;
5. Adopt a platform for continuous dialogue and sharing of best practices by Member States on the professionalization of teaching;
6. Create a monitoring and evaluation system to periodically ascertain progress made by Member States and areas that may require review;
7. Provide impetus for the harmonization and standardization of teacher education and development, principles and professional practices in Africa as advocated by the relevant African Union policy instruments;
8. Address other related issues that have significant impact on the professionalization of teaching in Africa.

PRINCIPLES OF THE GUIDELINES:

The Guidelines are founded upon three key Principles of Professionalism, Equity, and Prioritisation of Teaching. Each of these principles are briefly explained;

1. **The Principle of Professionalism:**

Professionalism refers to a set of professional attributes or tenets. These are captured in the definition of a profession. For instance, a profession may be defined as “an exclusive vocation founded upon a long period of preparation in theory and practice at approved institutions, and embodies its code of ethics and standards of practice protected through the certification and recruitment of only qualified individuals and regulated by a statutory professional authority to earn public trust and recognition”. Also, as pointed out by Bullock & Trombley (1999), “a profession arises when any trade or occupation transforms itself through ‘the development of formal qualifications based upon education and examinations, the emergence of regulatory bodies with powers to admit and discipline members, and some degree of monopoly rights.’” For Ingersoll and Perda (2008:107), professionalism “refers to the attitudinal or psychological attributes of those who are considered to be, or aspire to be considered as, professionals” and professionalization implies “the degree to which occupations exhibit the structural or sociological attributes, characteristics and criteria identified with the professional model”. All of these perspective underscore that fact that a profession is an exclusive vocation for individuals who are prepared and certified as qualified and such individuals embody the required competences and moral foundations to do the job. The principle of professionalism therefore, implies that the relevant tenets of a profession should be restored to teaching. In a profession:

- a. There is a clearly delineated area of practice;
- b. Practitioners undergo appropriate and relatively long preparation in theory and practice;
- c. Practitioners subscribe to professional ethics and are bound by professional standards;
- d. Practitioners are certified, registered and licensed;
- e. Practitioners strive to earn public trust and recognition;
- f. Individuals who do not meet these parameters are not allowed to practice;
- g. Practitioners have exclusive capacity to render the highest standards of service in their area of calling which other non-members cannot offer;
- h. There is legal basis and professional body for the regulation of the vocation.

2. The principle of professional professionalism:

This implies that teacher quality and public trust and recognition can only rise through the integration of the relevant professional tenets. This principle was re-echoed by the “Nairobi Declaration and Call for Action on Education: Bridging continental and global education frameworks for the Africa We Want” which called for “Recognising teachers as full-fledged professionals and agree on common qualification frameworks” (African Union, 2018).

3. The Principle of Equity:

This implies that teaching shall be treated on the basis of equality, fair play and natural justice in relation to other professions. In other words, Member States shall not undermine the teaching profession by denying it the opportunities, rights, privileges and legal status already granted to other professions within the Member States. For instance, Member States which had enacted law to legalise other professions, accord them special remunerations and privileges, and established their regulatory bodies but failed to do the same for the teaching profession fall short of the principle of equity. Such realities are the heart of the brain drain from teaching to the other professions.

4. The Principle of Prioritisation of Teaching:

Given that teaching has been established as the single most decisive factor in learning achievement and educational development, matters affecting teaching and teachers shall be ranked high in the priorities of Member States. These include matters of budgetary allocation, distribution of scarce resources and the development and implementation of educational laws and policies. With particular reference to funding of education which has been a seriously limiting factor to education service delivery, attention is again called to the Nairobi Declaration which re-endorsed the earlier commitment of Member States to allocate at least 4-6% of their national Gross Domestic Product (GDP) and/or at least 15-20% of total public expenditure to education. In the context of this allocation, the teaching profession should be given priority.

Other principles of the Guidelines:

1. The professionalisation of teaching is a primary requirement for the achievement of the African Union Vision, CESA Mission and CESA Strategic Objective 1.
2. A highly qualified, motivated, well-respected, and internationally recognised and mobile teaching force is what Africa needs at its present stage of development to overcome perennial challenges in teaching and learning and in turn, raise a new generation of citizens with the required knowledge and competences to build the “Africa We Want”.
3. The professionalisation of teaching will bridge the yawning teacher gap in Africa.
4. The professionalisation of teaching will reverse the trend of the bright and brilliant children and youth shunning the profession in preference to other jobs.
5. The professionalisation of teaching will restore the moral fabrics of society and revive Africa’s indigenous ethics and value systems which strongly held the people together in the past.
6. “Unity is strength” and therefore collective action (through the Guidelines) will enable the African continent to overcome roadblocks to building a highly efficacious teaching force which otherwise would have proved insurmountable if Member States had to work in isolation.
7. “Learning achievements will not significantly rise across Africa without real investments in teachers” (UNESCO-IICBA, 2017:6).

SCOPE OF THE GUIDELINES:

The Guidelines encompass the critical issues and frameworks which constitute the foundation for a fully professionalised teaching force in Africa. Among them are:

1. The legalisation of the teaching profession through the enactment of laws by the Legislature of member states;
2. Establishment of a professional teaching regulatory authority both in law and practice;
3. Operationalisation of continental frameworks, which include;

- Continental Framework of Standards and Competences for the Teaching Profession;
 - Continental Teacher Qualification Framework;
 - Teacher support and motivation framework for Africa;
 - Continental Annual Teacher Prize;
 - The Teacher Mobility Protocol;
4. The mandates of the Africa Federation of Teaching Regulatory Authorities;
 5. Operationalisation of the Continental Teachers Registration Board;
 6. Issues about working and living conditions of teachers;
 7. Implementation strategies of the Guidelines.

Toolkit:

At the end of the Guidelines, there is a toolkit, which is a set of valuable information that Member States can contextualise to help them with the implementation of the Guidelines. Some of the important contents of the toolkit are:

1. CESA Teacher Development Cluster and PACTED Roadmap for the professionalisation of teaching – most of the issues in the Guidelines are also captured in the Roadmap;
2. CESA Workplan and Reports Templates for implementation, monitoring, evaluation and reporting on issues under CESA and the Guidelines;
3. Types of Teaching Regulatory Authorities;
4. Actual Laws passed by the Legislature for the professionalisation of Teaching in four selected African countries, Australia and Canada;
5. Critical excerpts of the Continental Framework of Standards and Competences, and Teacher Qualification Framework;
6. Further information on the continental and world Federations of Teaching Regulatory Authorities;
7. Useful links.

LEGALISATION OF THE TEACHING PROFESSION:

Member States shall pass a law that legalises teaching as a profession. The law shall create an appropriate legal environment that will enable the profession to operate in accordance with international ideals and standards as well as the benchmarks already established for other professions in the Member States.

Some of the issues to be clearly provided for in the law are:

1. A clearly delineated area of practice;
2. Appropriate and relatively long preparation in theory and practice for teachers in approved teacher education institutions;
3. Establishment of professional standards and competences for the profession;
4. Establishment of national teacher qualification framework in line with the continental teacher qualification framework;
5. Certification, registration and licensing of teachers;
6. Induction and mentoring of newly qualified teachers;
7. Leadership and Management Certification Course for school leaders (head teachers and principals);
8. Registration and licensing of school leaders;
9. Induction and mentoring of newly qualified school leaders;
10. Appropriate remuneration and motivational incentives for teachers and school leaders within the existential realities of the Member States and in accordance with continental frameworks;
11. Barring of unqualified individuals from practicing as teachers and school leaders;
12. Establishment of a professional authority to manage the provisions of the law and regulate teaching as a profession.

The professional regulatory authority shall have functions that includes the following:

1. Determination of fields of practice of teachers and school leaders;
2. Setting of standards and competences required to practice;
3. Accreditation of initial teacher education and continuous professional development programmes;

4. Setting of procedures for induction and mentoring of newly qualified teachers and school leaders;
5. Certification, registration and licensing of qualified teachers and school leaders;
6. Establishment of career path, their stages and requirements for teachers and school leaders;
7. Conduct of competency assessments for teachers and school leaders;
8. Award of appropriate status to teachers and school leaders who fulfil requirements of the career stages;
9. Establishment of professional panel to adjudicate breach of professional standards and competencies by members of the teaching profession;
10. Prosecution of the violation of the teaching profession law;
11. Regulation teaching in both the public and private sectors of the education system;
12. Other functions considered vital for the effective growth and development of the profession.

KEY CONTINENTAL FRAMEWORKS:

The following continental frameworks have been established:

1. Continental Framework of Standards and Competences for the Teaching Profession;
2. Continental Teacher Qualification Framework;
3. Teacher Support and Motivation Framework for Africa;
4. Continental Annual Teacher Prize;
5. Continental Teacher Mobility Protocol;

WORKING AND LIVING CONDITIONS OF TEACHERS:

Member States shall take urgent steps to implement the Recommendations of the African Union (2017a) Study on the working and living conditions of teachers. The study revealed that “generally, teachers’ living conditions are lower than their counterparts in other professions with similar qualifications” (African Union, 2017a: 81). Member States

shall take steps to address this imbalance which is adversely affecting the teaching profession.

Some of the African Union recommendations are:

1. Develop clear modalities to recognize and reward teachers according to their workloads at the country level;
2. Provide both monetary and non-monetary benefits to staff areas and subjects at the country level;
3. Develop teacher housing strategies that support ownership of houses and allowances at the country level;
4. Develop policies and mechanisms for teachers to access credit facilities at the country level;
5. Upgrade the current medical allowance provided to teachers to a medical insurance scheme cover at the country level.

Member States shall implement the recommendations of the UNESCO-IICBA (2017) Teacher Support and Motivation Framework for Africa, which include dimensions such as:

1. Towards investments in holistic and interconnected teaching policies:

Integrated investments across all policy dimensions of education systems impacting teachers' recruitment, deployment, utilization, professionalization, status, motivation and teaching practice;

2. Ensuring that teachers have a voice:

Greater focus at the policy level, and within global and regional monitoring mechanisms, for SDG4 and CESA, on social dialogue with teachers unions and representative bodies to understand teachers' needs and concerns, to promote engagement and innovation at classroom level and to identify solutions proposed by teachers to the major pedagogic and professional development issues affecting the teaching profession.

3. Professionalization and the status of teachers:

Building on internationally agreed upon standards and national frameworks, this meeting underscores that the issue of teacher professionalization in Africa is paramount. Countries must invest in re valorizing the status of teachers and teaching as a profession, with observance of minimum standards for teachers' education, training and professional development across all categories of teachers, including:

- Definition of core national standards for key teacher competencies;
- Reflection on the changing role of higher education institutions, teacher preparation programs and institutions in teachers' professionalization and development;
- Reflection on the role and management of continuous professional development (CPD) of teachers linked to careers paths and promotion.

4. Providing the right incentives to enhance teachers' motivation (monetised and non-monetised benefits):

- Salaries and social protection – Ensuring pay scales and remuneration are commensurate with the status of the teaching profession and no less than those of other public sector workers, with adequate access to health coverage and social services, housing and transportation;
- Teachers' professional autonomy – Valorizing teachers' pedagogic expertise and empowering them to adapt education contents and contextualize teaching practices in view of learners' progress and classroom contexts, while maintaining national standards and curriculum coverage;
- School leadership functions – Investing in school leadership roles towards the promotion of collaborative and supportive working environments at school level, including opportunities for teachers to access peer learning and support and ensuring that teachers have adequate access to educational resources and instructional materials;

- Empowered school governing bodies – Giving parents and the community the power to work in collaboration with teachers in raising the quality of schooling and ultimately, learning outcomes.

5. Providing quality support for newly trained teachers:

Recognizing the frequent disconnect between pre-service programs and the realities of teaching in different urban and rural contexts in Africa, recommends:

- Familiarizing new recruits with teaching practice through placement opportunities in diverse rural and urban contexts during pre-service training;
- Providing induction and mentorship programs for all beginning teachers;
- Training in pedagogies and assessments relevant to large class sizes and diverse learning needs, and schooling in resource poor, vulnerable and crisis affected areas.

6. Improving and expanding CPD programmes: Recognizing that teaching is a lifelong profession and that teachers need lifelong learning opportunities, recommends:

- Free, high quality professional development for teachers at school and cluster levels;
- Clearly defined guidelines for career advancement, school leadership and management roles.

7. Ensuring adequate support for TVET teachers:

- Increasing the attractiveness of recruitment to TVET teachers at all levels and all forms;
- Introducing more flexibility into national TVET curriculum guidelines, with greater professional autonomy for TVET teachers to bridge the gap between national TVET guidelines and local labour markets.

AU TEACHER PRIZE:

Introduction:

In educating towards our common African vision, the teacher assumes a pivotal role. The skilling, conditioning, training, values and attitude of the teacher, perhaps more than anything else, determines the outcome of the learning process; to a large extent, it determines the success of the education system and the character of the graduate of the system. If we are to educate for the vision of African renaissance, then this vision must inform the training and development process of the teacher, the conditions under which the teacher is expected to serve and the professional status on teaching.

Teacher Development is therefore the first strategic objective of the 2016-2025 Continental Education Strategy for Africa (CESA). Furthermore, following a decision by the AU Heads of State and Government, a study was carried out on teachers' training, working and living conditions in Africa in 2016, with wide ranging recommendations including the need to enhance Teacher Motivation, Professionalization, Quality Regulatory Mechanisms, Teacher Mobility and Teacher Award, among others.

The Teacher is at the core of ensuring a desired outcome from teaching and learning experience of learners. Surveys show that many children complete primary school without having mastered basic numeracy and literacy skills, and many who drop out revert into illiteracy. Many leave secondary school still steeped in ignorance concerning life skills such as those related to reproductive health, entrepreneurship, conflict avoidance, gender equity and social integrity, and so on. There are also thousands of graduates from African Universities unable to find or create employment; are unaware of basic human rights and responsibilities, and manifest no pro-African values. This is certainly a reflection of the preparedness of the Teacher, including content and pedagogic quality, as well as the system within which these are developed and quality-assured.

AU TEACHER PRIZE – OBJECTIVES:

The AU Teacher Prize processes are designed to identify and highlight amazing teachers in the African education system, and contribute to development of a compendium of success factors in teaching and learning. It will raise the status of the teaching profession and the teacher, and inspire the best possible candidates to join the teaching profession. Further, the AU Teacher Prize will serve as a catalyst for similar programmes at regional and national levels.

The Teacher Prize is an important and valuable instrument that contributes to the success of Agenda 2063 and the Continental Education Strategy for Africa (CESA).

It is expected that the Teacher Prize will also enhance visibility and status of the Teacher in Africa at all levels - Pre-primary, Primary, Secondary, and Tertiary including TVET; Promote Teaching as a at all levels; and encourage celebration of outstanding teachers as role models.

Selection Process:

Following the Call published on 31st January, 2019, Ministers responsible for Education in AU Member States nominated and submitted names of two outstanding teachers, one male and one female, who also meet the eligibility criteria, by 31st July 2019. Evaluation of submissions was undertaken by a team of eminent persons and experts from AU Commission and other education development agencies and institutions. They all have had previous experience in the teaching profession.

Qualities of an outstanding Teacher were considered to include:

- Engaging in quality teaching which results in high standards of student achievement;
- Demonstrated knowledge of the subject matter, while keeping up with recent developments;
- Encouraging desirable behaviour among students through positive feedback and other methods;

- Managing classes to enhance the quality of learning processes, while ensuring accommodation of students with varied learning needs and abilities;
- Engaging in activities and networks that enhance the social and cultural value of learning;
- Helping students to achieve their long-term career goals by organizing engagement with relevant agencies and information;
- Demonstrating multi-valency in facilitating acquisition of knowledge and skills, as well as values for peace building and responsible citizenship;
- Positive engagement with fellow teachers encouraging mutual learning;
- Positive reputation from stakeholders and community members;
- Highly commended by students and staff members.

Application Procedure:

Ministries of Education were requested to complete online Application for the nominated teachers at the following link the <http://www.edu-au.org/teacher-prize>; along with the information stated below:

- Brief Curriculum Vitae of the teachers (include age, gender, years of service, formal qualifications, subject(s) that they teach);
- Profile of the schools in which the nominated teachers are teaching: Name, location and type of school - whether it is urban or rural, whether it is boys only, girls only or mixed, whether it is boarding or day, whether it accepts special needs children;
- A Motivational Statement written by each nominated teacher explaining why they believe they should be awarded the AU Teacher Prize;
- A brief explanation on the process used by the Ministry in nominating the teachers.

Total Submissions Received:

	Regions	No Countries	Total Submission
1.	West Africa Region	6	11
2.	East Africa Region	6	14
3.	South Africa Region	5	8
4.	North Africa Region	1	4
5.	Central Africa Region	2	5
Total			42

Eligible Candidates:

The eligible applications evaluated were 27.

Regions	West Africa	East Africa	South Africa	North Africa	Central Africa	Total
Total Applications	11	16	8	4	3	42
Eligible Applications	8	10	5	3	1	27
Non-Eligible Applications	1	4	3	1	2	11
Double Submissions	2	2	0	0	0	4

Evaluation and Selection Outcome:

The evaluation and selection exercise started on 5th September and ended on 6th September with the information below:

S/N	Candidate's Name	Submitting Govt	Sex	Age	Index No.	Score 1	Score 2	Total	Total Ave	Highest Female / Male
Region: East Africa										
1	MISS GLADYCE KACHOPE	Uganda	F	55	46	73	73	146	73	73
2	MS FUGURALLY BIBI ZEENAT	Mauritius	F	41	3	67	72	139	69.5	
3	MR. WOODIT DEV	Mauritius	M	31	43	80	68	148	74	
4	MR. SAMUEL MWASAMAJ ENGO	Tanzania	M	31	25	45	55	100	50	
5	MR. SOLOMON WELDESEN BET ATISO	Ethiopia	M	55	21	63	62	125	62.5	
6	MR. ERICK ADEMBA	Kenya	M	35	23	77	77	154	77	77

7	MRS. UWIZEYE APPOLINAR IE	Rwanda	F	45	38	68	72	140	70	
8	MR. JOHN FRED KACHOPE	Uganda	M	53	45	64	69	133	66.5	
9	MRS. DAMARI MWEENDE	Kenya	F	54	28	76	60	136	68	
10	MR. HAKIZIYARE MYE JUSTIN	Rwanda	M	32	37	79	66	145	72.5	
									Total	10
Region: North Africa										
1	PROF. AMINA MAHIR	Morocco	F	45	19	38	49	87	43.5	43.5
2	MR. MOURAD OUKESSOU	Morocco	M	42	12	39	49	88	44	44
3	PROF. MOHAMME D LAMMIS	Morocco	M	34	7	41	40	81	40.5	
									Total	3
Region: South Africa										
1	MRS. JOLINDA	South Africa	F	49	34	53	42	95	47.5	47.5

	DANIEL									
2	MR. MULETA GABRIEL KABENDE	South Africa	M	47	41	52	46	98	49	
3	MRS. SECUILIA NELAO HAITULA	Namibia	F	57	33	56	19	75	37.5	
4	MR. NKOSI MFANAFUT HI JOSEPH	South Africa	M	31	32	30	51	81	40.5	
5	MR. PROSPER RANGARIRA YI MANYOWA	Zimbabwe	M	50	27	59	46	105	52.5	52.5
									Total	5
Region: West Africa										
1	MR. CHARLES SEIDU KIPO	Ghana	M	42	18	41	56	97	48.5	
2	MR. KODJO AGBELENK O N'TSOUKPO E	Togo	M	57	9	39	46	85	42.5	
3	PROF. CHANTAL BARRY/OU	Burkina Faso	F	36	35	55	59	114	57	

	OBA BANYOUA									
4	MRS WOKPATA SIMALA	Togo	F	39	10	36	36	72	36	
5	MR. UZOMAH UZOMAH OGBONNAY A	Nigeria	M	43	8	51	59	110	55	
6	MRS. SUKAI SECKA SAGNIA	Gambia	F	55	16	51	52	103	51.5	
7	MR. MAMADI CEESAY	Gambia	M	51	15	57	59	116	58	58
8	MISS AUGUSTA LARTEY- YOUNG	Ghana	F	41	17	79	64	143	71.5	71.5
									Total	8
Region: Central Africa										
1	GOUKOUNI FODEYA MAIDE	Chad	M	32	6	56	56	112	56	56
									Total	1
									G/T	27

Recommendations:

During the selection process, evaluation and selection team comprised UNESCO, UNESCO-IICBA, UNICEF, and a representative from the Office of the Deputy Chairperson, African Union Commission came up with the following recommendations:

- a. Nominated candidates/teachers should be allowed to fill the online application themselves. This will allow them to properly explain the contents of the questions asked as some of the answers given by the Ministries did not correspond to some of the documents submitted.
- b. Need for evidences of achievements of the nominated teachers to be attached: Narration of candidates' achievements and experiences are not enough.
- c. AU should engage Partners on ground in every Member to help the Ministries design and arrive at concrete ways of selecting the teachers for transparency.
- d. Questionnaire should be clear on specific need and should speak to the scoring sheet made available.
- e. Outstanding Teachers/Candidates with more than 60 marks were selected for the award.
 - i. East Africa – 2
 - ii. South Africa – 0
 - iii. West Africa – 1
 - iv. Central Africa – 0
 - v. North Africa - 0
- f. Report to be presented during the next STC-EST.