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# Improving teacher support and participation in Local Education Groups

Final project report

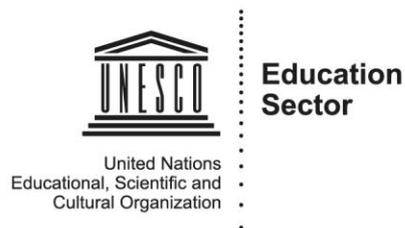
# Improving Teacher Support and Participation in Local Education Groups

A project funded by the Global Partnership for Education under the Global and Regional Activities Programme, and implemented jointly by Education International and UNESCO.

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### UNESCO Education Sector

Education is UNESCO's top priority because it is a basic human right and the foundation on which to build peace and drive sustainable development. UNESCO is the United Nations' specialized agency for education and the Education Sector provides global and regional leadership in education, strengthens national education systems and responds to contemporary global challenges through education with a special focus on gender equality and Africa.



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## Acronyms

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CPD	Continuing Professional Development
DfID	[United Kingdom's] Department for International Development
EFA	Education for All
EI	Education International
EU	European Union
GPE	Global Partnership for Education
GRA	Global and Regional Activities
ICT	Information and Communication Technology
IIEP	International Institute for Educational Planning
ILO	International Labour Organization
LEG	Local Education Group
M&E	Monitoring and Evaluation
MoE	Ministry of Education
NGO	Non-Governmental Organization
NTAL	National Teachers' Association of Liberia
OECD	Organisation for Economic Co-operation and Development
R4D	Results for Development
SABER	[World Bank] Systems Approach for Better Education Results
SDG	Sustainable Development Goal
TALIS	Teaching and Learning International Survey
UN	United Nations
UNATU	Uganda National Teachers' Union
UNESCO	United Nations Educational, Scientific and Cultural Organization
USAID	United States Agency for International Development

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Mark Ginsburg drafted the literature review given in Appendix A and put together this final report. His support throughout the duration of the project is noted with gratitude.

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# Introduction

## Global context

Teachers have become a focus of international debate over the last decade, and their critical role in enhancing both access to and the quality of education is largely acknowledged. Teachers' active participation in decision-making on education has also received wide attention, albeit to a lesser extent, as well as support for teachers in international frameworks and programmes.

Most Member States of the United Nations have signed the 1966 ILO/UNESCO Recommendation concerning the Status of Teachers, which promotes teachers' rights, particularly their freedom of association, standards and their involvement in social and policy dialogue.<sup>1</sup> More recently, the Global Partnership for Education's 2020 Strategy identified the promotion of "inclusive policy dialogue and monitoring" (GPE, 2016, p. 7) with teacher and civil society organizations as one of the key country-level objectives.<sup>2</sup> Moreover, there is considerable evidence from teacher-centred research programmes and projects that teacher involvement in education policy preparation and implementation can play a crucial, positive role in education reforms (e.g. see Education International, 2016; European Union, 2017; UNESCO, 2015; Organisation for Economic Co-operation and Development, 2017; UNESCO, 2016).

Nevertheless, there is surprisingly little systematic knowledge about actual progress made in teacher participation and current capacity development challenges in this area. Particularly for low-income and lower-middle-income countries, there is a dearth of publications devoted to teacher participation in social dialogue and education

policy. This in itself can be considered as an indicator of either a) sluggish progress in the area (i.e. "there is nothing interesting to report") or b) the low actual weight and ranking of teacher participation in the list of priority issues of the international community (i.e. "there are other things that are more important than this"). There is some evidence for both possible interpretations.

With regard to the first interpretation, one notes that teacher organizations in many countries complain about their unsystematic and late involvement in education sector policy processes and social dialogue, and their lack of influence and impact, even where consultations or even negotiations take place from time to time. A recent international survey on teacher consultation carried out by Education International among its member organizations points to the low level of teacher consultations in general, and, surprisingly, particularly on pedagogical practice and instructional materials (Education International, 2015).

There is also some evidence pointing to the second interpretation. For example, the participation of teachers and their organizations is neither mentioned as an imperative in the teacher-focused Sustainable Development Goal 4 (United Nations, 2015),<sup>3</sup> nor highlighted in the World Bank SABER–Teachers programme (e.g. World Bank Team, 2011).<sup>4</sup>

Moreover, significant obstacles and challenges remain to be addressed in many quarters to make regular participation of teachers and their organizations in social and policy dialogue a reality.

<sup>1</sup> According to the International Labour Organization (ILO, 2011), "social dialogue includes all types of negotiation, consultation or simple exchange of information between and among governments, employers and workers, on issues of common interest relating to economic and social policy."

<sup>2</sup> See also GPE's main guidance tools: Guidelines for Education Sector Plan Preparation (GPE, 2015c), Guidelines for Education Sector Plan Appraisal (GPE, 2015b), and Country-Level Process Guide (GPE, 2015a).

<sup>3</sup> In September 2015, the United Nations adopted 17 Sustainable Development Goals (SDGs). SDG 4 is focused on education and states: "Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all" (United Nations, 2015).

<sup>4</sup> The Systems Approach for Better Education Results (SABER) programme "collects comparable data on the

policies and institutions of education systems around the world and benchmarks them against good practice. SABER's aim is to give all parties with a stake in educational results a detailed, objective, up-to-date, easy-to-understand snapshot of how well their country's education system is oriented toward delivering learning, based on measures that can be easily compared across education systems around the world" (Halsey & Demas, 2013, p. 5). In addition to a domain focused on teachers, SABER includes domains focused on early childhood development, workforce development, tertiary education, student assessment, ICT, school health and school feeding, school finance, school autonomy and accountability, education management information systems (EMIS), engaging the private sector, education resilience, and equity and inclusion.

First, although it is decreasing, resistance from government leaders, as well as inappropriate legal frameworks and/or their lack of enforcement, are still being observed in a number of countries. Second, even governments open to dialogue often struggle with poor communication infrastructure and resources for consultations with teachers and their organizations.<sup>5</sup> Third, the limited involvement of teachers in social and policy dialogue in the education sector can also be due to serious weaknesses in the organizing of teacher representation (e.g. a low rate of teacher unionization, excessive fragmentation of teacher associations). Fourth, teacher organization representatives acknowledge that they often do not have sufficient information, knowledge, and skills that are needed for effective participation in social and policy dialogue.

Nevertheless, as quoted below, UNESCO, as well as the International Task Force on Teachers for Education 2030, is committed to filling this gap,

stating:

- Building a shared understanding of the Education 2030 Framework for Action among all stakeholders is a necessary condition in order to translate global SDG 4 commitments into national education development efforts. This involves inclusive consultations around the new agenda ... The participatory process of building this shared understanding is key to ensuring buy-in from all stakeholders involved in the development of the national education system (UNESCO, 2016, p. 19).
- The involvement of teacher unions is not only a right, but is also essential to successful policy implementation. Teacher involvement implies more than consultation; it should substantively engage teachers in identifying in practice (implementation phase) the changes necessary to enhance education quality (UNESCO, 2015, p. 28).

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<sup>5</sup> As Ratteree (2005, p. 5) observed, “the harsh reality in poor countries is that resource constraints, both human

and financial, limit the ability to inform and consult with individual teachers, especially in remote areas ... on major new initiatives, such as an EFA plan.”

## Goals and main activities of the project

It is in this context that the Global Partnership for Education (GPE),<sup>6</sup> Education International (EI),<sup>7</sup> and UNESCO have sought through this project to make a difference. “Improving Teacher Support and Participation in Local Education Groups” was funded by GPE as part of the Global and Regional Activities (GRA) programme to address some of the mentioned obstacles and challenges and, thus, enhance the capacity of teachers and their representatives to actively and effectively participate in social dialogue and policy processes, notably in Local Education Groups (LEGs).

The project, jointly implemented by EI and UNESCO, involved the countries of Benin, Côte d’Ivoire, the Democratic Republic of the Congo, the Gambia, Haiti, Liberia, Mali, Nepal, Senegal and Uganda. It was designed to achieve the following goals:

1. Improve technical and organizational capacity of teacher organizations to participate meaningfully in education policy and planning processes, including via Local Education Groups (Component 1).
2. Enhance teacher organizations’ and governments’ capacity to analyse and discuss teacher employment and work issues (Component 2).
3. Identify and pilot innovative teacher in-service support mechanisms that promote teachers’ effective engagement in social dialogue and education policy (Component 3).

A large number of activities have been carried out with a view to achieving these project objectives. In relation to the first component, during the third

quarter of 2014 through to the second quarter of 2015, EI led efforts to address the first and second components by conducting workshops with teacher union leaders and government officials in the 10 project countries with a focus on fostering teacher organizations’ knowledge of and interest in the work of Local Education Groups.

For the third component, UNESCO led workshops for teachers, teacher educators, teacher union representatives, and government officials in eight of the project countries (Benin, Côte d’Ivoire, the Democratic Republic of the Congo, Haiti, Liberia, Mali, Senegal and Uganda) with the aim to enhance their capacity to jointly assess crucial teacher policy issues. For each country, a background report describing the country’s context was prepared, which also included analysis of data collected through questionnaires and focus group discussions. The data collected illuminated perceptions of the current state of teacher engagement in social and policy dialogue as well as the training and support needed to facilitate teacher participation in social and policy dialogue.

For this third component, UNESCO organized several activities in connection with the objective. These included:

- Developing a literature review highlighting calls for teachers’ engagement in social and policy dialogue as well as approaches to professional development that could be adapted in efforts to build teachers’ capacity to be active and effective participants in Local Education Groups.
- Drafting a cross-national synthesis report on the main results of findings on the situation of teacher organizations and their participation in social and policy dialogue.

<sup>6</sup> The Global Partnership for Education (GPE) – formerly the Education for All Fast-Track Initiative – provides developing country partners with the incentives, resources and technical support needed to develop and implement national education plans to ensure quality education for all. Represented ‘partners’ include donor governments, developing countries, bilateral and multilateral organizations, regional and international agencies, development banks, the private sector and

foundations, as well as local and global civil society organizations. More information about GPE and GRA can be found on [www.globalpartnership.org](http://www.globalpartnership.org).

<sup>7</sup> Education International (EI) is a global union federation of teachers’ trade unions consisting of 401 member organizations in 172 countries and territories that represents over 30 million education personnel from pre-school through university.

- Drafting a Guidance Framework for the preparation of training and support strategies enhancing teacher participation in social and policy dialogue.
- Organizing a multi-country dissemination meeting to discuss and obtain feedback on the draft cross-national synthesis report and draft Guidance Framework.

This report presents the work conducted by UNESCO for addressing component 3. It summarizes – with respect to the participating

countries – the situation of teachers and their participation in social and policy dialogue. The final section of the report discusses the recommendations based on what was learned through the literature review and during the workshops organized by the project. The literature review is presented in Appendix A, while the Guiding Framework appears in Appendix B. The work conducted by Education International is described in a separate report.

# Comparison of the situation in target countries

## Teacher organizations

*Strategies or programmes aiming to enhance the participation of teachers and their representatives in social and policy dialogue in education can only be effective if they take adequate account of the specific context in which they have to operate.*

The following sub-sections provide a brief comparative overview of key aspects of the situation in the eight countries that participated in component 3 of the project with respect to: a) teacher organizations, b) institutional frameworks and practice of social and policy dialogue in the education sector, and c) the current supply of training and support activities for building

teachers' capacity to participate in social and policy dialogue. The information presented below was derived from a review of documents from governments and teacher organizations as well as questionnaire responses and focus group discussions of teacher representatives and some Ministry of Education staff who participated in the workshops organized by the project.

The workshop concept note, agenda and activity templates from which the data and analyses presented in this report are based on are given in Appendix C. Prior to each workshop, all participants were asked to complete a preparatory exercise, and at the end of each country workshop, the local resource person in charge prepared a workshop report. Templates for the preparatory exercise and workshop report are given in Appendix C.

Table 1 summarizes the major characteristics and challenges of teacher organizations in the eight project countries, based on information gathered as part of component 3 workshops and explored in the country background reports

**Table 1. Features of teacher organizations**

Country	Teacher union membership and coverage	Number of teacher organizations	Coordination (horizontal and vertical)	Major concerns or challenges
<b>Benin</b>	*High level of association in both public and private sectors	*More than 100 teacher associations  *8 main regroupings ("centrales")	*Severe divisions and lack of horizontal coordination	*Dispersion and division of teacher representation  *No regular resources from membership fees
<b>Côte d'Ivoire</b>	*High level of association  *Coverage of public and private sectors	*Close to 100 teacher unions  *15 unions participating in the Education Sector's Consultative Council	*Significant coordination problems  *Various coalitions to address problems of horizontal coordination	*Insufficient inter-union coordination

Country	Teacher union membership and coverage	Number of teacher organizations	Coordination (horizontal and vertical)	Major concerns or challenges
<b>D. R. Congo</b>	*Medium to high level of association and coverage in both public and private sectors	*Large number (several dozens) of teacher associations, some big (Fédération Nationale des Enseignants et Éducateurs Sociaux du Congo, Syndicat des Enseignants du Congo, Le Syndicat National des Enseignants des Écoles Catholiques du Congo)	*Inter-union coordination platforms [intersyndicales] exist, one for the public and one for the private sector  *Complaints about lack of internal transparency and consultations	*Lack of transparency within teacher organizations  *Almost no income from membership fees and related risk of corruption
<b>Haiti</b>	*Medium to high level of association  *Decent coverage of predominantly private and congregational school sector	* Diversity of teacher associations, but concentrated in the capital	*Ability to form coalitions	*Limited resources from fees
<b>Liberia</b>	*Relatively recent, and low to medium level of association *Challenge of teacher association in a context of partly non-governmental school management	*Limited number of teacher organizations *One major teacher association: National Teachers' Association of Liberia (NTAL)	*Teachers lack information about their membership rights	*Very limited resources (from fees etc.) for teacher representation  *Lack of pluralism of teacher associations and voices  *Open issues of organization of and coordination with private sector teachers
<b>Mali</b>	*Medium to high level of association  *Some coverage of private sector	*Diversity, but limited number of teacher associations	*Calls for better bottom-up flow and consideration of teacher claims	*Difficulty of setting priorities among teacher claims on the 'Platform'
<b>Senegal</b>	*High level of teacher association (including international affiliations)	*Diversity, but not high number of teacher unions	*Reinforcement of coordination and cohesion (via the Committee for Social Dialogue in Education Sector) to institutionalize	*Remaining difficulties to rapidly build cohesion

Country	Teacher union membership and coverage	Number of teacher organizations	Coordination (horizontal and vertical)	Major concerns or challenges
	*Good coverage of private sector		the process	
<b>Uganda</b>	*High level of teacher association (50%) in public sector  *Slow progress in teacher organization in the private sector	*One predominant teacher organization (Uganda National Teachers' Union or UNATU) in the public sector  *Growing diversity of teacher associations in the private sector, with two to three larger associations	*Horizontal coordination in public sector via UNATU  *Open coordination issues for private sector	*Difficulty in organizing and coordinating teachers in the private sector

### Degree of teacher association

It is striking and relevant to note, first of all, that in most project countries there are no precise data on the degree of teacher association in terms of membership in a teacher association or union. Information on membership, where available, generally relates to those paying membership dues and, therefore, reflects only part of the reality of teacher association.

The fact that teacher organizations' income from membership fees is extremely low or very irregular was pointed out as a serious source of concern by organization leaders in all countries, with the exception of Senegal and Uganda. In certain countries (e.g. the Democratic Republic of the Congo), representatives mentioned explicitly the resulting risk for union leaders to (be forced to) seek financial support where available and accept "in return" political interference or influence on the union's positions.

According to very rough assessments made at the workshops, one could rank Liberia at the lower end and Benin, Côte d'Ivoire, Senegal and Uganda at the higher end regarding their level of teacher association, with the Democratic Republic of the Congo, Haiti and Mali located between these

extremes with a more moderate middle level.

### Number of teacher associations

With regard to the number of teacher associations, the situation also varies considerably among the different project countries, stretching from Liberia and Uganda, with one single predominant coordinating teacher organization in the public sector, to Benin and Côte d'Ivoire, with around 100 different and rather loosely grouped or coordinated teacher organizations.

### Institutional frameworks and practices of social and policy dialogue

Legal frameworks and institutional structures (e.g. committees and platforms) put in place for consultations in the education sector to some extent shape teachers' participation in social dialogue and policy processes. Table 2 compares some major features of the institutional settings in the project countries. In addition, it gives a glimpse of the actual practices of social and policy dialogue as they emerge from discussions during the workshops and developed in related country reports.

Table 2. Social and policy dialogue: comparisons of institutional frameworks and practices

Country	Legal frameworks and institutional structures of social and policy dialogue	Areas of dialogue in the education sector	Actual frequency and regularity of dialogue	Major concerns
<b>Benin</b>	<ul style="list-style-type: none"> <li>*Constitutional freedom of association, but no specific regulatory framework for the education sector</li> <li>*Committee for social dialogue</li> </ul>	<ul style="list-style-type: none"> <li>*Education sector plan and teacher-related policies</li> <li>*Negotiation on teacher matters</li> </ul>	<ul style="list-style-type: none"> <li>*Frequent ad hoc consultations on education policies and on developing and implementing education plans</li> <li>*Complaints about not being involved throughout the processes</li> </ul>	<ul style="list-style-type: none"> <li>*Numerous strikes (as the main mode of conflict resolution)</li> <li>*Lack of influence due to insufficient inter-union consensus</li> </ul>
<b>Côte d'Ivoire</b>	<ul style="list-style-type: none"> <li>*Constitutional freedom of association</li> <li>*Various consultative structures (Conseil National du Dialogue Social, Conseil National du Travail, Conseil Permanent de Concertation, Comité du Dialogue Social de la Fonction-Publique, Conseil Consultatif de l'Éducation Nationale)</li> </ul>	<ul style="list-style-type: none"> <li>*Consultation on education sector plan and policies as well as teacher remuneration and welfare</li> </ul>	<ul style="list-style-type: none"> <li>*Irregular consultation, mainly at preparatory and validation stages and in response to teacher claims</li> </ul>	<ul style="list-style-type: none"> <li>*Conflict management through strikes</li> <li>*Making the Education Sector Consultative Council operational</li> <li>*More relevant training for social dialogue</li> <li>*Ensuring that teachers benefit from training</li> </ul>
<b>D. R. Congo</b>	<ul style="list-style-type: none"> <li>*Constitutional freedom of association</li> <li>*Social dialogue via National Labour Council; Partnership Commission in Education Sector (identified in the Education Law); and Consultative Committee for Education Policy Monitoring</li> </ul>	<ul style="list-style-type: none"> <li>*Social dialogue meetings since 2008 (by ministerial decree)</li> </ul>	<ul style="list-style-type: none"> <li>*Consultations during education sector policy/plan preparation and monitoring meetings</li> </ul>	<ul style="list-style-type: none"> <li>*Complaints about limited impact of social dialogue on improving teacher remuneration and conditions</li> </ul>

Country	Legal frameworks and institutional structures of social and policy dialogue	Areas of dialogue in the education sector	Actual frequency and regularity of dialogue	Major concerns
<b>Haiti</b>	<ul style="list-style-type: none"> <li>*Constitutional freedom of association</li> <li>*Initiatives (since 2011) to establish platforms for social and policy dialogue in the education sector (e.g. le Programme Collectif pour le Développement de l'éducation et du Dialogue Social en Haïti)</li> </ul>	<ul style="list-style-type: none"> <li>*Mainly dialogue on education policy, less on professional claims of teachers</li> </ul>	<ul style="list-style-type: none"> <li>*Limited, ad hoc consultations, especially regarding education policy, curriculum reform, and teacher claims</li> </ul>	<ul style="list-style-type: none"> <li>*Need for practical consolidation and regularity of social and policy dialogue</li> <li>*Make training contents more relevant</li> <li>*Ensure that teachers benefit from training</li> </ul>
<b>Liberia</b>	<ul style="list-style-type: none"> <li>*Constitutional freedom of association</li> <li>*NTAL as an organized teachers' association, legally registered by an Act of the National Legislation in 1958</li> </ul>	<ul style="list-style-type: none"> <li>*NTAL as sole representative of teachers and education workers in all sectors has been given "some" opportunities to influence education policies</li> </ul>	<ul style="list-style-type: none"> <li>Limited, ad hoc consultations, as in the case of Partnership Schools for Liberia</li> </ul>	<ul style="list-style-type: none"> <li>*Low pluralism of teacher associations</li> <li>*Lack of consolidated and harmonized consultation and negotiation framework</li> </ul>
<b>Mali</b>	<ul style="list-style-type: none"> <li>*Constitutional freedom of association</li> <li>*Institutionalized platform for [teacher] claims</li> </ul>	<ul style="list-style-type: none"> <li>*Teacher-related policies (at the preparation stage)</li> <li>*Teacher claims</li> <li>*Implementation of ILO/UNESCO Recommendation concerning the Status of Teachers (1966)</li> </ul>	<ul style="list-style-type: none"> <li>*Wide and rather frequent consultations</li> </ul>	<ul style="list-style-type: none"> <li>*Priority-setting among teacher claims on the 'Platform'</li> <li>*Institutionalizing and ensuring regularity of dialogue</li> </ul>
<b>Senegal</b>	<ul style="list-style-type: none"> <li>*Constitutional freedom of association</li> <li>*National Tripartite Council for social dialogue (since 2002)</li> <li>*Committee for Social Dialogue in Education Sector since 2014, with</li> </ul>	<ul style="list-style-type: none"> <li>*Education policy (at the preparation stage)</li> <li>*Teacher policies</li> </ul>	<ul style="list-style-type: none"> <li>*Regular consultation</li> </ul>	<ul style="list-style-type: none"> <li>* Enhancing impact, especially on policy implementation affecting teachers</li> <li>*Working towards institutionalized representation</li> </ul>

Country	Legal frameworks and institutional structures of social and policy dialogue	Areas of dialogue in the education sector	Actual frequency and regularity of dialogue	Major concerns
	relays at subnational levels			
<b>Uganda</b>	<p>*Constitutional freedom of association</p> <p>*Public Service Act and the Public Negotiation and Dispute Settlement Act since 2008, but criticism of lack of institutionalized and regular implementation in the education sector</p>	*Mainly education policy issues (at the validation stage)	*Calls for more regular and structured dialogue	<p>*Institutionalization and practical consolidation of social dialogue in the education sector</p> <p>*Involvement in earlier stages of education policy formulation</p>

## Legal frameworks and institutional structures

In all project countries, freedom of association is guaranteed by the national constitution. Teachers can build on this right to organize to defend their views and interests and engage in collective action. In addition, either tripartite national councils (e.g. Liberia, Senegal) or other arrangements (e.g. the Public Negotiation and Dispute Settlement Act in Uganda) have sometimes been set up to promote and facilitate social dialogue.

Many countries have also created specific structures in the education sector to underpin social dialogue or consultations. These include the Committees for Sector Social Dialogue in Benin and Senegal, the Consultative Council in Côte d'Ivoire, the Multi-Partite-Commission in Haiti, and the Platform for Claims in Mali. Where there are no such specific structures in the education sector (i.e. in the Democratic Republic of the Congo and Liberia), there is currently debate about the role they could play in strengthening social dialogue with teachers. However, participants in the project workshops noted that even where they exist, the social and policy dialogue processes with teachers need to be more regular, functional and consolidated in practice.

## Social dialogue and education policy processes – practices and concerns

A major complaint that was commonly voiced by those participating in project workshops in all countries relates to the lack of regularity or a formalized schedule of teacher consultations. This problem tends to lead to an accumulation of open issues and growing dissatisfaction among teachers and, eventually, to the use of strikes – rather than dialogue – to try to resolve conflicts. This tendency is particularly serious – and a source of concern even for many unionists – where (like in Benin and Côte d'Ivoire) the extreme plurality of teacher associations, politicians' intrusion into unions, and coordination challenges add to the difficulty of efficient communication and management of teacher claims.

However, there are some significant differences among the project countries in the frequency of teacher (union) consultations. At one end of the continuum, in Benin, Mali, Senegal and Uganda, frequent and wide consultations are organized, particularly when new education sector plans or reforms or major teacher policies are to be decided upon. In the other project countries (particularly in the Democratic Republic of the

Congo and Liberia), social and policy dialogue with teachers still seems to have a way to go before becoming an established practice.

Last but not least, a common critical issue that was raised by participants at all project workshops concerns the actual effectiveness of teacher participation in social dialogue and education policy processes. As described in Table 2, teacher representatives are in most cases consulted at the policy validation and/or formulation phase. A lack of impact can be attributed to the fact that

teachers are not involved in either: a) the very early (partly technical) stages of policy analysis and design (when choices are prepared, often in the light of budget and other constraints) or b) in the preparation of implementation programmes and projects (in particular those relating to teaching conditions and practice). In certain contexts, the lack of inter- and intra-union coordination and harmonization is also recognized as hindering teachers from having a strong influence during social and policy dialogue processes

## Current supply of training and support for social dialogue and education policy

*Little is known in the project countries about who has received what kind of training in which fields related to social dialogue and education policy. Therefore, one of the main tasks of the component 3 workshops was stocktaking of the existing supply of training and support in social dialogue and education policy in the eight participating countries.*

### Training related to social dialogue

In project countries with well-established legal frameworks and practices of social dialogue (e.g. Benin, Senegal, Uganda), trainings designed to build capacity in social dialogue have been regularly provided to teacher union leaders in recent years. In other project countries (e.g. the Democratic Republic of the Congo, Haiti, Liberia), with less well-established legal frameworks and practices, there have been less regular training opportunities and fewer beneficiaries.

Otherwise, the results of the component 3 workshops point to many common features and issues concerning current training to build capacity for social dialogue for teachers and their organizations. In particular:

- Most learning about social dialogue among teacher representatives occurs “on the spot” and informally, i.e. through involvement in the practice of dialogue and negotiations on certain teacher matters and informal exchanges with

experienced teacher unionists.

- Formal training in social dialogue is mainly organized by “big” teacher union confederations operating at national and international levels. In countries where large national teacher unions or union confederations exist (e.g. Benin, Senegal, Uganda), they offer such training. International teacher union federations, in particular Education International, also provide trainings for union leaders both at the national and international level. Sometimes, other international non-governmental partners (e.g. Friedrich Ebert-Foundation and Konrad-Adenauer Foundation in Benin, Commonwealth Education Fund in Uganda) also offer training related to social dialogue.
- In countries facing political instability, conflict, post-conflict and other crises (e.g. the Democratic Republic of the Congo, Liberia, Haiti), international union confederations, such as Education International, and a few development partners have sometimes organized training related to social dialogue.
- The International Labour Organization Training Centre in Torino was mentioned as a provider of training in the area of social dialogue in a few cases (e.g. Côte d’Ivoire, Mali).
- Also notable is the role of civil society organization platforms (often promoted by international development partners, e.g. the Global Campaign for Education), which organize training workshops in some of the project countries in certain key areas for social dialogue, such as advocacy and negotiation.
- Project workshop participants commonly criticized the short duration and lack of

follow-up of most training activities related to social dialogue.

- Project workshop participants also criticized the very restricted number of union leaders benefiting from the existing trainings in social dialogue. A large number of teacher representatives are not served, especially those operating at decentralized levels, although decision-making and social dialogue at local and school levels tend to become more relevant.
- Lack of knowledge related to social dialogue was pointed out as a problem not only for many teacher representatives but also for staff in charge of teacher management matters (e.g. in Ministries of Public Service and Education Service Commissions).

### Training related to education policy

Training for teachers and their organizational representatives in areas related to education policy is even less common than those focused on capacity-building for social dialogue. Such training related to education policy is generally targeted at ministry staff, and even these staff are considered to be underserved according to participants in project workshops.

The main provider of training related to education policy and planning, at the national level, is the Ministry of Education itself, and sometimes specialized training institutions and development partners. Both short-term and long-term courses dealing with major aspects of education policy are also organized by international organizations (e.g. IIEP-UNESCO and its Pôle de Dakar) and a few university faculties abroad. However, teacher organization leaders seem to hardly have participated in such trainings, except perhaps in the form of distance education courses.

National training workshops are often organized in connection with the preparation of new sector plans, programmes and reforms, and dealing mainly with technical aspects, such as statistics, education budgets, and programme and project

preparation and management. The few teacher organization leaders who reported having participated in such training programmes noted that they and their colleagues tended to find these trainings “difficult” (because they have generally not received any related previous basic training).

Project workshop participants hardly mentioned Local Education Groups in connection with training related to education policy. Those who participated in workshops conducted as part of the first component of the project reported that they knew little about the work of LEGs and have generally not participated in meetings organized by them. And those who did report such involvement often found themselves insufficiently familiar with matters discussed and the terminology employed.

In a number of project countries (in particular Côte d’Ivoire, Senegal and Uganda), certain universities and other higher education institutions (e.g. École Nationale Supérieure de Statistique et d’Économie Appliquée, École Nationale d’Administration et de Magistrature) provide comprehensive courses related to education policy and/or management. However, these courses are generally (with some exceptions, such as the Faculté des Sciences et Technologies de l’Éducation et de la Formation in Dakar) of a predominantly academic character and serve initial training purposes. A number of teacher training institutions or colleges also provide some training in educational management, often targeting school principals. But most of these institutions are reported to currently have insufficient qualitative and quantitative capacity to provide additional and new courses on education policy.

### Other support for teachers and teacher representatives

As mentioned above with reference to training in social dialogue, even the limited training opportunities that are provided mainly consist of one-off workshops, without being reinforced by follow-up supervisory guidance and support for those who participate in the workshops and who may be trying to apply what they learned.

In this context, other materials such as guidelines,

handbooks, multimedia resources, policy briefs, and online resources could play a critical role both as a complement to and substitute for training in social dialogue and education policy. According to those who participated in the project workshops,

however, such materials are almost non-existent, and even those existing on issues relevant to social dialogue and education policy are not accessible or effectively disseminated.

# Recommendations

## Recommendations

*The recommendations presented draw, first, on the literature review (in Appendix A) and, second, make use of the ideas expressed by teachers, their representatives, and ministry staff who participated in the workshops*

### 1. Promote teachers' participation in social and policy dialogue

As noted in the literature review, a variety of documents from international organizations promote expanding the roles of teachers beyond their classroom responsibilities and encouraging teachers (and their organizations) to become active in local and national discussions and decisions in educational policy and practice. To varying degrees, this was also the case in countries involved in this project. Such calls for broadening teachers' roles are based on the view that teachers have a valuable perspective and source of knowledge to inform policy and practice and on the recognition that if teachers are excluded from deliberations and decision-making, they may be less likely to implement any reforms. Thus, it is recommended that governments, teacher unions, and other international and national stakeholders should commit to an ongoing process of social and policy dialogue in Local Education Groups and other decision-making arenas.

Participants in the workshops also recommended that (at least) all project countries should take measures to consolidate and enhance the quantity and quality of arrangements to promote teacher engagement in social dialogue and other education policy processes, including particular attention to LEGs.

### 2. Focus professional development on building the capacity to participate in social dialogue

According to the literature review and based on information gathered about the situation in the countries involved in this project, most pre-service teacher education, novice teacher induction programmes, and in-service continuing professional development programmes have not been designed to build teachers' capacity to participate in social and policy dialogue. Not surprisingly, such programmes focus on enhancing teachers' knowledge and skills to perform their classroom-anchored roles (e.g. lesson planning, classroom management, instruction and student assessment). Thus, it is recommended that new and broader-focused professional development initiatives be designed to prepare teachers for their involvement in Local Education Groups and other arenas of social and policy dialogue.

- More specifically, based on what was learned from conducting the literature review and organizing the country workshops, this project provides recommendations in relation to the following questions:
- In which areas are training and support needed in order to enhance teachers' participation in education policy and social dialogue?
- Who should be the main beneficiaries of training and support?
- Who should be the providers of the training and support?
- Who should finance the training and support programmes?
- How should such training and support be developed and implemented?

### 3. Main content areas for teacher capacity-building and support

The literature review highlights that teachers need to be able to conduct and interpret research in order for them to participate effectively in social and policy dialogues. Such knowledge and skills were emphasized because of the importance accorded to evidence-based decision-making in international and many national contexts. In addition, the literature review indicates that teachers need to be able to effectively communicate the lessons learned and policy and practice implications of such research, while also drawing insights and recommendations based on their professional practice as educators. Finally, the literature review stresses that teachers need to be skilful in processes of negotiation and dialogue with other stakeholders. Thus, the focus of these new professional development programmes needs to be on developing commitments and capacity in these areas as well as ensuring that participants have a deep understanding of existing policies, plans and budgetary frameworks.

These general recommendations from the literature align well with the specific suggestions made by teacher representatives and some ministry staff in the countries involved in the project. According to the results of a survey of participants and notes of small group discussions during component 3 workshops, the participants recommended the following knowledge and skills be included in professional development activities designed to enhance teachers' effective participation in social and policy dialogue:

- Social science (and education) research methods
- Communication and advocacy
- Negotiation techniques
- Conflict prevention and management
- Policy formulation
- Education budget and finance analysis
- Education sector analysis
- School mapping and microplanning
- Rules and codes of ethics for education

personnel

- Design and monitoring of programmes and projects
- Human resources management
- Educational reality and policy
- Laws and rules for the education sector
- Governance and accountability instruments (e.g. sector reviews)
- Legislation on labour relationships and social dialogue
- Knowledge of local (and organizational) culture.

### 4. Main beneficiaries of training and support programmes

The literature reviewed provides grounds for including all teachers – or at least representatives of the different subgroups of teachers, organized as well as not currently organized – in such professional development programmes. This means that teachers of various employment categories (e.g. regular civil servants and contract teachers), as well as teachers with different levels of educational background and professional qualifications should be included. Diversity across gender, age/experience, region, grade level, and subject specialization should also be considered.

This literature-based recommendation is in line with the views expressed by project workshop participants, though they expanded the focus beyond teachers. According to teacher representatives and some ministry staff who participated, the following groups should be beneficiaries of the training and support programmes designed to build capacity for effective involvement in social and policy dialogue:

- Representatives of teacher unions/associations
- Representatives of umbrella teacher organizations
- Administrative staff in charge of teacher management, both at central and decentralized levels (e.g. staff from

- human resources departments and public service agencies)
- Trainers from higher education and teacher training institutions
- Teacher training and support personnel at decentralized levels
- School principals
- Other teachers
- Community leaders (e.g. heads of municipalities, local political leaders and traditional leaders)
- Representatives of parent-teacher associations and student associations
- Members of education commissions of parliaments
- Regional and district education officers and inspectors
- Education journalists.
- Ministry of Education (e.g. human resources department and regional education offices)
- Other government units (e.g. Ministry of Public Affairs, Ministry of Finance, Public and/or Education Service Commissions)
- Social dialogue councils or Local Education Groups
- Education International
- International Labour Organization
- UNESCO
- Other international institutions (e.g. development agencies)
- Higher education institutions (universities and teacher training colleges)
- Non-governmental organizations
- Civil society organizations
- Private sector companies.

## 5. Providers of training and support

Based on the literature review, it was recommended that teacher organizations (unions or associations) – solely or in collaboration with others – take responsibility for planning and implementing these new professional development programmes designed to enhance teachers’ effective participation in social and policy dialogue.

The teacher representatives and some ministry staff who participated in the workshops echoed this recommendation. More specifically, they recommended the following list of organizations – in addition to national and local teacher unions or associations – that should be involved in developing and implementing training and support initiatives to build the capacity of teachers and others to participate in social and policy dialogue:

## 6. Financing training and support programmes

Based on the literature review, it was recommended that special attention be given to the budgetary implications of building realistic and sustainable professional development programmes designed to enhance the capacity of teachers to participate in social and policy dialogue.

Financing of such initiatives was also highlighted by the teacher organization representatives and some ministry staff participating in the workshops.<sup>8</sup> More specifically, the participants identified the following organizations as sources for funding for training and support programmes:

- Government (from the education budget)
- Teacher organizations (from membership

<sup>8</sup> While funding new, additional training and support activities is likely to be a challenge, the Ministry of Education and teacher organizations should explain to – or remind – possible funders that a) international policies call for teachers’ engagement in social policy

dialogue, and b) for such activity to function well – with benefits for improving access, quality and safety of education in the country – those involved should benefit from quality training and support to enhance their knowledge and skills.

fees)

- Development partners (e.g. multilateral and bilateral agencies)
- Non-governmental organizations
- Foundations
- Local communities
- Private sector companies (e.g. donation of ICT equipment).

## 7. Developing and implementing needed training and support

Based on the review of research findings and theoretical arguments, it is recommended that the following elements be taken into account for developing professional development programmes to enhance teachers' participation in social and policy dialogue: a) use adult-oriented models of active learning as the pedagogical basis for in-service learning as the pedagogical basis for in-service programmes; b) build reflective practice within teacher learning communities into the in-service programmes; c) provide supervisory guidance and support to teachers as they implement the strategies and techniques that they learned during workshops; and d) provide recognition, enhancement in responsibilities, and/or rewards for successful participation in in-service professional development programmes.

The teacher representatives and some ministry staff participating in the workshops emphasized an overlapping set of issues in their recommendations

for developing and implementing training and support to enhance the participation of teachers and others in social and policy dialogue. They made the following recommendations: a) conduct systematic assessments of capacity needs and use the results to design the programmes, b) provide basic knowledge and sensitization for all teachers,<sup>9</sup> c) extend and improve the quality of training, d) increase the effectiveness of practical guidance and support, and e) use media to enhance capacity development efforts.<sup>10</sup> Moreover, participants in the workshops recommended the following:

- Build on existing capacity development arrangements as well as develop new training and support initiatives.
- Establish participation in a basic training and support programme as a prerequisite for all those nominated to sit on councils and other bodies engaging in social dialogue in the education sector.
- Train a national pool of carefully selected "core trainers" in the relevant knowledge and skill areas, who could then train selected staff among those who are already in charge of training and support services for teachers at subnational levels.
- Design a set of high-quality and contextualized training materials on core knowledge and skill areas deemed necessary for effective participation in social dialogue and education policy processes.

<sup>9</sup> The workshop participants stressed that the activities designed for teachers generally could involve workshops, but also modules introduced in pre-service teacher education programmes, information briefs and special campaigns (e.g. on World Teachers' Day).

<sup>10</sup> In this regard, participants in the workshops suggested the following: a) improve and routinely update the websites of ministries of education (including most of the relevant information on social dialogue and

policy processes in the education sector); b) collect and develop multi-media online resources on social dialogue and education policy processes to be made available on the ministry of education's and teacher unions' websites; c) make use of the radio and TV as a means of disseminating relevant information as well as motivating involvement in social dialogue and education policy processes; and d) promote the capacity of teacher organizations to use ICTs.

# Annexes

## Appendix A: Literature Review

*The literature review seeks to inform the efforts of teacher unions and other stakeholders to develop and implement in-service professional development programmes designed to increase and improve the participation of teachers in Local Education Groups (LEGs) and other arenas involving social dialogue for enhancing the quality of educational policy and practice.*

*The ideas presented in this chapter are derived from a review of theoretical and research literature focused on countries in Africa, Asia and the Pacific, and Latin America and the Caribbean as well as other regions. The report also draws on principles and recommendations presented in documents from international organizations as well as the insights and experiences of teacher union leaders in a range of countries.*

The following keywords were used to search for documents in English: teaching as a profession, teachers as political actors, teachers and social dialogue, policy dialogue, teacher unions and educational reform, teacher professional development, teacher in-service education/training, contract teachers, and unqualified and underqualified teachers. In addition, Google and Bing were used to search for documents and other materials on the Internet, using the same keywords. The review process emphasized publications or other documents with at least a partial focus on countries in Africa, Asia and the Pacific, and Latin America and the Caribbean, but key publications and documents focusing on other regions were also reviewed.

However, the various searches unearthed few documents focused specifically on teachers' participation in Local Education Groups or other arenas of social dialogue and no research documenting the processes and outcomes of professional development programmes designed to prepare teachers for such roles. The relevant materials that focused on Africa, Asia and the Pacific, and Latin America and the Caribbean were even more limited. Thus, the information in this chapter reflects piecing together literature that addresses an aspect of the core issues, and draws on literature from a range of countries in addition to these focal regions.

Subsequent sections of the chapter focus on the following topics: a) Local Education Groups, social dialogue, and teachers' participation; b) the broader professional role of teachers; c) a broader focus for teachers' professional development; d) professional development for conducting and interpreting research; e) professional development for communicating research-based and professional practice-based knowledge; f) professional development programmes for all teachers; g) the role of teacher unions in organizing professional development; and h) organizing professional development programmes.

## Local education groups, social dialogue and teachers' participation

According to the Global Partnership in Education (GPE, 2014), “all developing country partners of the Global Partnership [should] have a Local Education Group (LEG),” which is “led by the national government and ... composed of education development partners, such as donors and development agencies, teachers' organizations, civil society organizations, and private education providers.” Furthermore, GPE (2014) defines a LEG as a “collaborative forum of stakeholders within the education sector who develop, implement, monitor and evaluate Education Sector Plans at the country-level.”

Ideally, such a collaborative forum provides an opportunity for stakeholders to discuss and reach consensus – in other words, to engage in social dialogue – regarding plans, policies and strategies for improving the quality of education. As Education International (2007, p. 1) explains, “social dialogue is the ‘glue’ of successful educational reform.” Moreover, based on their analysis of USAID education projects in El Salvador, Guatemala, and Zambia, Lehner and Alvarado (2011, p. 3) argue similarly that “to arrive at a policy [etc.] that will be both widely accepted and implementable, dialogue among all the stakeholders is critical.” More generally, the International Labour Organization (ILO, 2011, p. 2) explains that “social dialogue includes all types of negotiation, consultation or simply exchange of information between, or among, representatives of governments, employers and workers on issues of common interest relating to economic and social policy.”

To clarify, here we are not focusing on one-way or even two-way transmission of information, including findings from research, but rather on a form of interaction referred to as social dialogue. Drawing on Freire (1970), one can distinguish among a) one-way communication, “the act of one person [or group] ‘depositing’ ideas in another”; b) two-way transmission of ideas, “a simple exchange of ideas to be ‘consumed’ by the discussants”; and c) [social] dialogue, a process of “united reflection and action.” As Glass [2001] observes, for Freire, [social] dialogue is “characterized by participatory,

open communication focused around critical inquiry and analysis, linked to intentional action seeking to reconstruct the situation” (see also Ginsburg & Gorostiaga, 2003, p. 15).

While the participation of other stakeholders is important, arguably, teachers' participation in social dialogue focused on reforming educational policy and practice is essential. First of all, as key professionals engaged in educational work in classrooms and schools, teachers have valuable experiences that can inform educational reform as well as important insights about the conditions that constrain or enable effective teaching and learning (Bascia & Rottman, 2011; Day et al., 2007; OECD, 2005; Robertson, 2013). Moreover, as Leithwood (2006, p. 8) observes, “what teachers actually do in their schools and classrooms depends on how teachers perceive and respond to their working conditions,” and thus social dialogue focused on reforming educational policy and practice should draw on teachers' knowledge and perceptions.

Second, teachers' participation in social dialogue to shape educational policy and practice is critical because such participation will heighten teachers' commitment to implementing the reforms. As explained in an Organization for Economic Co-operation and Development (OECD, 2005, p. 51) document:

**[O]nly reforms that are successfully implemented in classrooms can be expected to be effective. Teacher engagement in the development and implementation of educational reform is therefore crucial and school reform will not work unless it is supported from the bottom up. This requires those responsible for change to both communicate their aims well and involve the stakeholders who are affected. But it also requires teachers to contribute as the architects of change, not just its implementers. Some of the most successful reforms are those supported by strong unions rather than those that**

**keep the union role weak.**<sup>11</sup>

Similarly, the International Taskforce on Teachers for Education For All (2014, p. 28) states that “policy development and implementation processes ... should be built on the widest possible participation of all major stakeholders, in order to ensure ownership and commitment to the policy’s realization. The most important partners and stakeholders are the teachers themselves and their collective representatives – teacher unions and professional organizations” (see also Altinyelken & Verger, 2013, p. 153).

Some government officials and international organization representatives may be sceptical of teachers’ and teacher organizations’ involvement in social dialogue, in that they may believe that “teachers act as mere obstacles rather than being the most important agents of education reform” (Villegas-Reimers, 2003, p. 25; see also Villegas-Reimers & Reimers, 1996). For example, in a paper developed to inform the World Bank’s 2011 Education Strategy, Barrera et al. (2010, p. 4) argue that “powerful groups ... oppose and hinder quality reforms,” highlighting that “teacher organizations ... have an organized way to express their interests, and can be expected to do so if a potential reform threatens their power base or interests.” Similarly, in a presentation at the Inter-American Bank Regional Policy Dialogue, Palidessi and Legarrande (2006, p. 2) suggest that although “the educational reform cycle initiated in the early 1990s has profoundly altered the board and playing rules of education in the different countries ... the mobilization and blocking power of teachers’ organizations in this new context remains one of the gravitating factors.”

However, based on their extensive review of the literature focused on the activities of teacher unions in the United States and other countries, Bascia and Osmond (2012, p. vii) indicate that “in contrast to the portrayal of self-serving unions advocating for teacher benefits at the expense of student learning, some researchers paint an evolving picture of unions as organizations

committed to ... improving the quality of education.” For instance, drawing on their analysis of “positive working relations” between teacher unions and governments in (Alberta) Canada, England (United Kingdom), South Africa, and Sweden, Bascia and Osmond (2013, p. 8) report that “teacher unions are sites where new policy ideas are developed. They can be settings for educational experimentation and innovation, research, teacher leadership, and teacher learning, thus increasing the capacity of educational systems more broadly” (see also Levin, 2010). And in Latin America, Palidessi and Legarrande (2006, p. 2) mention variations between countries, but observe that in countries with “strong, autonomous unions,” organized teachers are “technically prepared to negotiate enabling legislation and politically committed to engage in social dialogue.”

Thus, “Education International – ‘the voice of educational workers worldwide’... has made, as its top educational priority, the involvement of teachers in [social dialogue and other aspects of] educational policy-making” (Bangs & Frost, 2012, p. 1). However, this aspiration has not been realized in many contexts. This partly stems not only from the resistance of some government officials and international organization representatives, but also the lack of capacity of teacher unions to engage in social dialogue (ILO/UNESCO, 2012, pp. 11–12).

**The broader professional roles of teachers**

“Teaching should be regarded as a profession ... which requires expert knowledge and specialized skills.”

ILO/UNESCO, 1966, para. 6

While the statement above from the 1966 ILO/UNESCO Recommendation concerning the Status of Teachers asserts that teaching should be regarded as a profession, social scientists and educators have addressed the question of whether

teacher engagement: ‘It is vital that teachers and their professional organizations are fully engaged in the debate about educational reform, and in the implementation of change.’”

<sup>11</sup> Additionally, as reported in OECD (2011, p. 54), “when OECD Education Ministers met in Dublin in March 2004, there was a clear recognition of the importance of

or not teaching is a profession in various social contexts, (see Ginsburg & Megahed, 2010). Answers to this question have varied somewhat, but studies of the occupation of teaching in Africa (Bagunywa, 1975; Nagwu, 1977), Asia (Kale, 1970; Koo, 2002; Levine, 1969; White, 1981), Europe (Hargreaves, 1980; Helsby, 1995; Hoyle, 1974; Legatt, 1970; Pritchard, 1983), Latin America (Alba, 1969; Imaz Gispert & Salinas Alvarez, 1984), the Middle East (Mazawi, 1994; Reid, 1974), and North America (Darling-Hammond, 1990; Dreeben, 1970; Howsam, 1980; Lieberman, 1956; Lortie, 1975; Yinger, 2005) have generally concluded that teaching cannot be considered as a fully developed profession. Instead, these authors identify teaching as a semi-profession or an aspiring profession.

Such assessments of the professional status of teaching are framed by a perspective that takes as a “social fact” that there are professions (prototypically medicine and law) and non-professions (lower-status occupations, some of which might be termed “semi-professions”) (see Abbott, 1988; Carr-Saunders & Wilson, 1933; Freidson, 1983; Hughes, 1958; Parsons, 1954). Moreover, this perspective postulates the following ‘objective’ indicators or traits to differentiate professions from other occupations (including teaching) or to characterize the elements that need to be acquired during the process of professionalization: a) performing an essential service or task; b) engaging in (mental versus manual) work involving a high level of expertise and judgement, thus necessitating extensive pre-service education; c) functioning based on an ideal of service; d) operating with autonomy in the workplace; e) having colleagues (versus non-professionals) in control of selection, training and advancement in the field; and f) receiving a high level of remuneration (see Becker, 1962; Ben-David, 1962; Etzioni, 1969; Jackson, 1970; Klegon 1978; Roth 1974; Vollmer and Mills 1966; Wilenski 1964).

Whether or not the occupation of teaching is considered a full profession, it is important to consider the various professional and semi-professional roles that teachers perform within the education system and society more broadly. To begin with, we can focus on the roles they perform

in classrooms and in relation to students. These include curriculum decision-making and lesson planning, instructional materials development or selection, pedagogy or instruction, class organization or discipline, and student evaluation or assessment (Ginsburg et al., 1995). For instance, OECD “defines a teacher as one whose primary or major activity in the school is student instruction, involving the delivery of lessons to students” (OECD, 2014, p. 28). And certainly such classroom roles are critical. For instance, the 1966 ILO/UNESCO Recommendation concerning the Status of Teachers argues that the “advance in education depends on ... the human, pedagogical, and technical qualities of individual teachers” (ILO/UNESCO, 1966, para. 6; see also Darling-Hammond, 2000; Leu & Price-Rom, 2006; Mulkeen, 2010; OECD, 2005; Schulle & Dembélé, 2007; UNESCO, 2004; World Bank Education Team, 2011). More recently, the OECD (2014, p. 32) restated this point, that teachers are “the front-line workers” of the education system and that within schools “teacher- and teaching-related factors are the most important [ones] that influence student learning.”

One can also identify broader, leadership functions that teachers perform in their schools. For instance, Harrison and Killion (2007, pp. 74–77) identify the following 10 “ways teachers can contribute to their schools’ success,” working in relation to colleagues: resource provider, instructional specialist, curriculum specialist, classroom supporter, learning facilitator, mentor, school leader, data coach, catalyst for change, and learner. And, according to the OECD (2011, p. 56), “it is also important that teacher engagement occurs at the school level, with teachers taking responsibility for local change as members of ‘learning communities.’” Similarly, OECD (2014, p. 3) highlights the importance of giving “teachers and school leaders around the world a voice to speak about their experiences.”

Furthermore, teachers’ roles also include functions beyond the school. To illustrate, the 1966 ILO/UNESCO Recommendation concerning the Status of Teachers notes that “teachers’ organizations should be recognized as a force which can contribute greatly to education advance and which therefore should be associated with the

determination of educational policy” (ILO/UNESCO, 1966, ¶19). And the World Bank Education Team (2011, p. 12) explains that “teacher organizations may influence not only teachers’ working conditions, but also important education policy decisions about the curriculum, length of compulsory education, classroom sizes, school finances and organization, etc.” Similarly, Yinger (2005, p. 5) argues that as part of a “public profession”, teachers should exercise leadership roles by “creatively exploring educational problems with public citizens and proposing solutions grounded in civic values.” Additionally, according to survey research conducted in Denmark, Hong Kong, Macedonia, the Netherlands, Turkey, and the United States, teachers “indicate overwhelmingly that to have influence on the direction of policy at the level of the system is of the utmost importance” (Bangs & Frost, 2012, p. 15; see also Bourgonje, undated; Bangs & MacBeath, 2012).

Nevertheless, based on a study conducted in Bulgaria, Denmark, Egypt, Greece, Hong Kong (China), Macedonia, the Netherlands, Turkey, United Kingdom and the United States, Bangs and Frost (2012, p. 1) claim that “when it comes to policy making at both national and international levels, teachers themselves remain the ghost at the feast.” Similarly, participants in the Eleventh Session of the Joint ILO-UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel conclude that “the views of teachers were hardly taken into account in reviewing national educational policies” (ILO/UNESCO, 2012, p. 6). And, although the Joint Committee identified the reluctance of government officials and other factors, they suggest that teachers’ capacity would need to be developed in order for them to be more effective in influencing educational policy.

**Not all teachers’ organizations combine the capacity to conduct traditional collective bargaining and deal with educational policy issues that can be important topics for social dialogue. ... [Thus,] the Joint Committee recommends ... appropriate training programs in social dialogue and consensus-building negotiation techniques (ILO/UNESCO, 2012, pp. 11–12).**

## A broader focus for teachers’ professional development

In her international review of literature, Villegas-Reimers (2003, p. 24) explains that “professional development ... refers to the development of a person in his or her professional role.” However, much of the literature and seemingly the vast majority of teacher professional development focuses on building knowledge and skills of teachers to perform their classroom roles (e.g. emphasizing content knowledge, pedagogical content knowledge, lesson planning techniques, pedagogical strategies, student discipline approaches and learning assessment techniques) (see AFT, 2008 and 2014; Andrews et al., 1990; Avalos, 1993 and 2011; Darling-Hammond, 2000; Feinman-Nemser, 2001; Joyce & Calhoun, 2010; Kennedy, 1987; Leu & Price-Rom, 2006; Orr et al., 2013; Villegas-Reimers, 2003). Much teacher professional development focuses on their classroom roles, as signalled by Avalos’s (2011, p. 10) definition: “professional development is about teacher learning ... and transforming their knowledge into practice for the benefit of their students’ growth.” Moreover, even the professional development programmes organized by teachers’ unions in Canada and the United States tend to “focus on helping their members respond to policy demands” (Bascia, 2000, p. 387) rather than helping their members to engage in social dialogue to shape educational policy.

In contrast, based on her interviews with teachers in the Caribbean subregion, Williams (2011, p. 16) suggests that “teacher professional development ... [should] explore issues/topics such as: ... teaching as a profession ... [and] engagement of teachers in their professional life, i.e. identifying ways of giving teachers voice so that they might shape decisions relating to their professional lives.” However, the question is when such professional development of teachers should occur and what kinds of knowledge and skills should be included in professional development programmes designed to enhance the effectiveness of teachers’ participation in Local Education Groups and other arenas of social dialogue.

Learning to be a teacher is a long-term process, which includes different stages: a) the

apprenticeship of observation, b) formal pre-service education, c) induction, and d) continuing professional development. According to Schwille and Dembélé (2007, pp. 29–33):

**The continuum of teacher learning begins with apprenticeship of observation ... [Lortie, 1975], which refers to what teachers learn about teaching from observing their earlier teachers during their own schooling at primary, secondary or general higher education levels ... The next phase ... is the formal pre-service phase – the initial phase that we ordinarily think of first when we think of teacher education ... [The next phase is] induction, the formal or informal process by which beginning practicing teachers adapt to and learn about their roles as teachers ... [The last] phase of teacher learning follows and continues to the end of the teaching career. This is the phase of continuing professional development (see also Ginsburg, 2013; Hardman et al., 2011; International Taskforce on Teachers for Education For All, 2014; Leu & Ginsburg, 2011; OECD, 2005).**

During the apprenticeship of observation phase, individuals are less likely to observe teachers' engagement in social dialogue. This is because the vast majority of what students observe of teachers is related to their classroom roles and because, as noted above, current teachers are not often active participants in deliberations about educational policy and practice at the local, national and global levels. Furthermore, even to the extent that students have opportunities to observe teachers' involvement in social dialogue, we need to consider the point made by Lewin and Stuart (2003, p. 38), based on their research in Ghana, Lesotho, Malawi, South Africa and Trinidad and Tobago, that teacher "trainees are ready to model themselves on the memories of their own teachers, without being able to analyse clearly what made their [practices more or less] successful."

For the most part, pre-service teacher education programmes focus on teachers' classroom roles,

with field experiences concentrated on practice teaching (Ginsburg & Clift, 1990; Ginsburg & Lindsay, 1985; Muzaffar et al., 2011; Townsend & Bates, 2007). Moreover, where governance and policy issues are addressed, for example, in courses such as Introduction to Teaching or Social Foundations of Education, it is likely that the focus is on theoretical or descriptive knowledge about the system, rather than practical knowledge and skills related to how teachers can effectively engage in shaping policy and practice in social dialogue and other arenas. For instance, Lewin and Stuart (2003) state that in teacher education institutions in Ghana, Lesotho, Malawi, South Africa and Trinidad and Tobago, the "foundations courses often try to teach far too much of the theory" (p. xv). They observed "educational theories seem to be taught, and learnt, for their own sake, rather than as a means of understanding and enhancing practice" (p. 73).

During the induction phase, formal and, more likely, informal learning focuses on teacher's classroom role. Certainly, the literature on formal induction programmes highlights classroom management, lesson planning and teaching strategies (Britton et al., 2003; CapEFA, 2014; Schwille & Dembélé, 2007). To illustrate, while neither Ghana, Lesotho, Malawi, South Africa and Trinidad and Tobago had "a formal system of induction or probation for newly qualified teachers ... one pro-active district [in Ghana] organised a one-day workshop for newly qualified teachers, to tell them about: schemes of work; lesson planning; recording and reporting; current educational policies; classroom management [and] assessment of pupil learning" (pp. 102–103).

Similarly, in-service continuing professional development tends to focus on teachers' classroom roles (Villegas-Reimers, 2003). As Schwille and Dembélé (2007, p. 104) report in the in-service professional development section of their volume, *Global Perspectives on Teacher Learning*, typically such programmes focus on "introduc[ing] a new textbook, raising awareness of gender disparities, [or] learning a new pedagogical skill." Thus, there is a need to design additional professional development programmes or to expand the focus of these programmes, so that they contribute to teachers becoming more

effective in participating in Local Education Groups and other arenas of social dialogue.

Moreover, four levels of potential outcomes of professional development programmes need to be considered. As Kirkpatrick and Kirkpatrick (2006) note in their discussion of evaluating “training programs”, one can focus on: 1) the reactions to or satisfaction with the training programme by participants; 2) the knowledge, skills, and abilities participants learned from the programme; 3) the application of the new knowledge/skills/ability on the job; and 4) the impact of this application on the organization, institution or society. This four-levels model can also inform planning for professional development programmes. Therefore, while many plans for and evaluations of professional development programmes limit their focus to level 1 (reactions or satisfaction), it is also very important to focus on what participants learn during the programme (level 2) as well as how they apply what they learned (level 3 or participants’ behaviour once completing the programme). However, both from the perspective of the teacher union and an education system, one should also focus on the outcomes of professional development programmes on level 4 (the impact of changed behaviour on the organization, institution or society).

### **Professional development for conducting and interpreting research**

So, what capacity should professional development programmes emphasize if their purpose is to enhance teachers’ effective participation in Local Education Groups and other arenas of social dialogue? Based on their review of the literature and the projects undertaken in El Salvador, Guatemala and Zambia, as part of USAID’s Educational Quality Improvement Program (EQUIP), Lehner and Alvarado (2011) identify two key capacity areas needed for engagement in policy dialogue: a) collection, analysis, and interpretation of data/information and b) communication, including reflective listening and persuasive argumentation (see also Jacob & Alvarado, 2011). Similarly, in her discussion of transnational advocacy related to Education for All, MacGrath (2015, p. 666; see also Keck and Sikkink,

1998) observes that “advocacy organizations need to gather evidence to show the extent of the problem, the lack of official response to the problem, the solutions that could be fostered from the ground up.”

The capacity associated with research and communication are also stressed by the US-based Mooney Institute for Teacher and Union Leadership:

**[!]f progressive local teacher union leaders are to take our rightful seat at the public education reform table, we will need to be creative and agile and possess a wide array of leadership skills. It means understanding the need for change based on data, research and a broader view of the politics of public education ... It means being able to effectively advocate the perspectives of teachers with ... management to prevent the teacher perspective from being discounted (Mooney Institute, 2014, p. 1).**

And in a report published by Education International, Bourgojne (undated, pp. 29–31) argues that “in order for teachers’ unions to make their voices heard and play a more active role in influencing the policy debate ... it is vital that unions carry out research that supports the policies they advocate ... By conducting research teachers’ unions can provide firm evidence to back up the experiences and opinions of the teachers they represent” (see also Bangs & Frost, 2012). And a document published by the OECD (2011, p. 54) makes a similar argument: “[P]olicy design needs to be underpinned by solid research and analysis. If reform advocates can build a broad consensus among experts and the public in support of reform, and build that consensus by showing evidence of the need for reform, they are likely to be in a stronger position to implement the reforms successfully” (see also Mark, 2015; Mitchell et al., 2011; OECD, 2007).

In recent decades, school-based educators have increasingly become involved in research, often to inform decisions toward improving classroom practices but sometimes to inform decisions about policies at the school, district, state/province and national levels (e.g. see Anderson & Herr, 1999;

Carasco et al., 2003; Cochran-Smith & Lytle, 1993; Gormley, 2003; Goswami & Stillman, 1987; Pryor, 1998; Riehl et al., 2000; Wagner, 1990). However, pre-service and in-service teacher education programmes generally only devote limited attention to building teachers' capacity to collect, analyse and interpret data, particularly in relation to studies that could inform policy and practice issues considered during deliberation in Local Education Groups and other arenas of social dialogue. As noted by Hugué et al. (2014, p. 3), even with respect to its application in assessing classroom practices and student learning, "teachers' data-use literacy ... [is] something with which teacher preparation programs have struggled" (see also Mandinach & Grummer, 2013). Indeed, Heneveld (2007) reports on one of the few, yet successful, efforts to develop the capacity of educators to conduct and utilize the findings of research to inform and shape policy and practice decisions related to improving primary education in Madagascar, Mozambique, Tanzania and Zambia, although the educators were in management, rather than teaching positions.

Thus, one critical aspect of professional development programmes designed to enhance teachers' effectiveness in participating in Local Education Groups and other arenas of social dialogue involves building capacity in designing studies, collecting and analysing data, and interpreting findings so that they can inform and shape policy and practice decision-making. To clarify, the studies that teachers would need to be prepared to conduct and interpret are those undertaken within a quantitative and/or qualitative tradition (Dumas et al., 2014; Lehner & Alvarado, 2011). Furthermore, these professional development programmes should highlight mixed methods approaches to research and evaluation, which have gained prominence in recent years (Greene & Caracelli, 1997; Johnson & Onwuegbuzie, 2004; Tashakkori & Teddlie, 1998; Teddlie & Tashakkori, 2009; Whyte & Alberti, 1983; Yin, 2006).

Regardless of the research tradition(s) highlighted, such professional development programmes could prepare teachers to conduct and interpret small-scale or large-scale investigations. Important insights for reform can be obtained from studies

conducted by one or more teachers in a single classroom, in a single school, in a small or larger number schools within a given local education authority, in a purposefully or randomly selected state/provincial or national sample of schools or school systems, or even in school or school systems from two or more countries. And it is important to remember that useful investigations can derive from the analysis and interpretation of existing data (e.g. those collected and available in national Education Management Information Systems or in classroom- or school-maintained records).

It appears that "the notion of 'scientifically based research' and its complement 'evidence-based education' ... reflect renewed confidence in the power of science to solve social and educational problems" (Cochran-Smith, 2006, p. xli). Nevertheless, we should be cautious because there are at least three types of limitations to doing so in developing countries: 1) resource, time, and political constraints limit the rigour of the designs and the quality of the data collected in such contexts; 2) the questionable relevance of findings from studies conducted in developed countries; and 3) the existence of contradictory findings across studies (see Bamberger et al., 2012; Garaway, 2003; Ginsburg, 2013; Noah, 1986). Furthermore, we should note that "contemporary thinking about evidence-based policy making is underpinned by an 'instrumental rationality' that excludes ethical and moral concerns from rational consideration" but that "social complexity involves moral ambiguity ... [that] must be embraced within 'practical rationality' in order to achieve a sound basis for efforts at social improvement" (Sanderson, 2006, p. 115).

Therefore, while teachers' engagement in social dialogue will benefit from their increased capacity to conduct and interpret research, we should remember that research is not the only relevant source of knowledge. As Joyce and Calhoun (2010, p. 110) state, there are a variety of types of "useful knowledge: ... (1) individual personal/professional knowledge; (2) pooled professional knowledge in small groups ... (3) information and concepts developed through descriptive inquiry; and (4) information from controlled studies where approaches ... are tested and their underlying

theories and assumptions can be assessed.” For teachers, their “individual personal/professional knowledge” and the “pooled professional knowledge” represent an extremely valuable resource that can be drawn upon as teachers participate in Local Education Groups and other areas of social dialogue. This point is in line with what MacGrath (2015, p. 667) suggests is generally the most effective form of advocacy research – “that which links technical and statistical evidence with testimonials, as the latter provides a dramatization of the former, making an issue seem more real to the public.”

### Professional development for communicating research-based and professional practice-based knowledge

As noted above, a second aspect of professional development for effective participation in social dialogue involves communication or dialogue and negotiation. As an Education International publication explains, “once the research has been conducted, it is time to use the results to influence the public policy debate on education ... In terms of the influence of evidence, its reach is determined by the clarity of its key messages and the means by which those ideas are presented” (Bourgojne, undated, p. 34).<sup>12</sup> The clarity and compelling nature of the messages are also important when teachers are communicating proposals or arguments derived from their individual or collective professional experience. The point is that “teacher engagement ... requires consistent, coordinated efforts to persuade those affected of the need for reform and, in particular, to communicate the costs of non-reform” (OECD, 2011, p. 54). To clarify:

**Policy [or, more generally, social] dialogue comprises activities of direct or indirect communication that can mediate interactions among stakeholders in a constructive manner, giving voice to and**

**optimizing outcomes for all parties engaged ... Dialogue is about talking through the issues and finding areas of agreement ... [Therefore,] successful dialogue depends on participants being competent in voicing their [ideas and] needs, listening to others, and understanding the issues (Jacob & Alvarado, 2011, pp. 2–3).**

Put another way, such communication efforts need to focus on “a fundamental requirement of change,” that is, “creating consensus among key stakeholders on the need for change and the goals for change” (Reimers & McGinn, 1997, p. 39). This can be seen as contributing to “reform support,” which Crouch and DeStefano (2006, p. 1) indicate involves “clearing space” to make room for reform ideas in an existing political and economic landscape, “filling space” with reform ideas that improve educational quality, and mobilizing a “reform support infrastructure – a network of institutions and actors that clear and fill space.”

That is, the point of conducting the research is not only to produce findings but also to promote the dissemination and utilization of such findings. Similarly, if teachers’ individual and collective professional knowledge is not shared with other stakeholders, not only does this limit these stakeholders’ knowledge, it also reduces the extent to which educational policy and practice decisions are informed by such professional knowledge. According to Huguet et al. (2014, p. 5), “data alone do not ensure use ... Data need to be collected, organized, and analysed to become information, and then combined with stakeholder understanding and expertise to become actionable knowledge.” As Jacob and Alvarado (2011, p. 8) in *State-of-the-Art Knowledge in Education Policy Dialogue* explain:

**If stakeholders are to engage productively, they must fully understand the issues and therefore have access to the relevant data [and other knowledge sources] ... For example, a ministry of**

<sup>12</sup> Bourgojne (undated, p. 34) continues by explaining that “a series of factors can affect whether the research evidence gets the desired effects; these include: the perceived credibility of the source, the way the idea is

communicated, the language used, the format and the timing, in addition to the public opinion at the time and the space for negotiations in terms of policy solutions.”

**education and a teachers union can be equally well served by having access to the same accurate information ... Additionally, when information about the issues is not freely shared, dialogue can be diverted by disagreements about whose sources are to be used, and why, instead of focusing on the policy issues themselves.**

According to Reimers and McGinn (1997, p. 5), research utilization ... refer[s] to the “systematic efforts made by decision makers to collect information about their situation and to use that information in deciding upon a course of action. The most complete research not only collects and analyses data to describe a situation but constructs an explanation or provides an understanding of the situation.”

Moreover, we should keep in mind that “research is but one influence on the policy process and ... [it] is not always influential, supplanted by the powerful political forces of inertia, expediency, ideology and finance” (Walker, 2000, pp. 162–163). Similarly, Sanderson (2006, p. 125) references “an alternative conception of the policy-making process ... provided by Majone (1989), who sees it more as a ‘communicative’ process based on dialogue and argumentation rather than a ‘technical’ process based [only] on scientific evidence.” Additionally, Freeman (2012, p. 17) observes that policymaking “entails multiple acts of translation, but only to the extent that we can think of translation as generative, an active process of the production of meaning” (see also Grek, 2014). And van der Knaap (1995) elaborates that “through constructive argumentation, policy actors, networks or advocacy coalitions may arrive at moral judgments on policy issues and, hopefully, at ‘better’ policies and ways of delivering those policies” (p. 190), adding that, therefore, “the analyst must also learn rhetorical and dialectic skills – the ability to define a problem according to various points of view, to draw an argument from many different sources, to adapt the argument to the audience” (p. 203).

Although teachers’ involvement in leadership or other roles in their unions may contribute to teachers’ knowledge and skills in the

administrative and political dimensions of educational policy and practice (Bascia, 2000), a more systematic approach to professional development is necessary if the goal is to enhance teachers’ effectiveness in participating in Local Education Groups and other arenas of social dialogue. Such professional development programmes should build capacity in communication of research findings, professional practice-based insights, contextual understandings, policy proposals, practice interventions, and implementation challenges. Such professional development programmes should also help teachers build their knowledge and skills in listening, negotiation and dialogue (i.e. joint reflection and action). Certainly, teachers have some level of such knowledge and skills, derived in part from their pre-service education and other professional experiences (e.g. induction activities, continuing professional development programmes, and on-the-job endeavours). However, as noted above, we should be mindful that much of their pre-service and in-service teacher education has focused on communication with students (rather than adults) and mainly about subject matter content, disciplinary procedures and learning assessments. In any case, the point is to reinforce and strengthen their knowledge and skills, especially as it applies to engaging in social dialogue with government officials and other stakeholders.

### **Professional development programmes for all teachers**

Ideally, all schoolteachers within a country should have the opportunity to participate in in-service professional development programmes oriented to prepare them for effective participation in Local Education Groups and other arenas of social dialogue concerning educational policy and practice. This recommendation is in line with one of the general principles for designing effective education programmes for in-service teacher professional development identified through the USAID-funded Educational Quality Improvement Program (Leu & Ginsburg, 2011).

While not all teachers will become directly involved in formal policy/practice dialogue at all

levels of the education system, all teachers potentially have a role to play either in social dialogue at subnational levels of the system or at least in contributing ideas and feedback to their representatives who are more directly involved. Thus, the broad group of teachers who should take part in such professional development programmes includes:

- Male and female teachers
- Teachers of different ages
- Teachers with different lengths of experience as a professional teacher, from novice teachers to those approaching retirement <sup>13</sup>
- Teachers employed in regular (civil servant) or individual contract-based positions
- Teachers who meet or exceed the policy-stipulated minimum formal education and professional preparation qualifications and those who do not have either the minimum formal education or professional preparation qualifications
- Teachers who work at the pre-school, primary, lower secondary and upper secondary levels
- Teachers who work in public/government and private (religious or secular) schools.

Here we want to give special attention to two overlapping groups of teachers. The first group is sometimes referred to as “contract” teachers, that is, “locally recruited teachers who are employed on short-term, renewable contracts” (de Koning, 2013, p. 91). The second group has been labelled “unqualified”, “untrained”, “under-trained” and “less-educated” teachers (Orr et al., 2013, p. 2), that is, teachers who have not acquired the policy-stipulated minimum levels of formal education and/or the policy-stipulated minimum levels of

formal professional preparation. <sup>14</sup> However, it is important to clarify that the categories of “contract” and “unqualified” teachers are not identical. Some contract teachers have the minimum required levels of formal education and professional qualifications, while some regularly employed teachers do not have the requisite levels of formal education and professional qualifications.

“Unqualified” and/or “contract” teachers constitute an increasing proportion of the teaching force, especially in developing countries. For example, in the 1990s it was estimated that “up to half the teachers in the developing world were unqualified in terms of their own country’s formal standards for teacher education” (Robinson, 1997, p. 122; see also Andrews et al., 1990, p. 63; Bernard et al., 2004, p. 1). Moreover, “since 2000, many policymakers have responded to the need to expand education systems rapidly by recruiting teachers on temporary contracts with little formal training, [such that, by 2010] ... there were far more teachers on temporary contracts than on civil service contracts – the proportion reaching almost 80% in Mali and Niger and over 60% in Benin and Cameroon” (UIS, 2014, p. 6; see also Marphatia et al., 2010, p. 7). <sup>15</sup>

There is an ongoing debate, based on contrasting research findings, on whether teachers employed through short-term contracts or teachers who are employed on a long-term basis as civil servants are more effective in promoting learning among their students (see Associates for Change, 2014; Atherton & Kingdon, 2010; Banerjee et al., 2007; Bourdon et al., 2009; de Koning, 2013; Duthilleul, 2006; Fyfe, 2007; Govinda & Josephine, 2005; Goyal & Pandey, 2011; Kingdon & Sipahimalani-Rao, 2010; Muralidharan & Sundararaman, 2013; Pandley, 2006; Terway, 2015). There is an overlapping debate regarding whether teachers are more effective in promoting students’ learning depending on whether or not they have the policy-

<sup>13</sup> As Pogodzinski and Jones (2014, p. 491) state, “teacher unions need to more fully address the needs and interests of novice teachers.”

<sup>14</sup> Orr et al., (2013, p. 2) developed a typology of teachers, based on duration of training and education: “untrained,” “under-trained,” and “less-educated” teachers.

<sup>15</sup> UIS (2014, p. 7) elaborates on the implications of this trend: “Increasing the supply of contract teachers has enabled some countries with the largest teacher shortages to significantly reduce their pupil-teacher ratios. However, this policy response raises important quality issues since most contract teachers are not fully trained.”

specified minimum levels of formal education and professional qualifications (see Arshad & Adramnaseem, 2013; Naoreen et al., 2014; Orr et al., 2013; UIS, 2014). Regardless, there is evidence that contract as well as less educated and unqualified teachers can improve their teaching effectiveness if they participate in adequately organized professional development programmes (see Kruijer, 2010; Kunje & Stuart, 1999; Marphatia et al., 2010; O’Sullivan, 2001 and 2003; VSO International, 2011).

Depending on how professional development programmes are organized (i.e. if they offer credits toward education or professional qualifications), incorporating contract, unqualified or untrained, and less educated teachers in these programmes may have benefits beyond developing the capacity to effectively engage in social dialogue by a segment of the teaching profession. First, their participation in the professional development programme could “allow unqualified teachers to obtain a recognized teaching qualification while they continue to teach” (Mulkeen, 2010, p. 91), though we need to remember that obtaining such qualifications will not necessarily lead teachers to being moved from a “contract” status to that of a regularly employed (i.e. civil service) teacher. Second, their “engagement in training activities ... can have a positive impact on their professional confidence and motivation” (Orr et al., 2013, p. 4).

The point is that continuing professional development programmes “should be available to all teachers regardless of their level of qualifications and geographical location” (Task Force on Teachers for Education for All, 2014, p. 51). This seems equally important if the professional development programmes are designed to improve teachers’ subject matter knowledge and pedagogical skills or if the programmes are organized to build teachers’ capacity for effective engagement in Local Education Groups or other arenas of social dialogue related to reforming educational policy and practice.

## The role of teacher unions in organizing professional development

It is important to consider who would be involved in planning and implementing professional development programmes designed to build teachers’ capacity to effectively participate in Local Education Groups and other arenas of social dialogue. While university or teacher college faculty, ministry or school administrators, or other ‘experts’ could – and perhaps should – play a role, it is critical that teachers be actively involved in organizing such professional development programmes. This emphasis is consistent with one of the “key principles in developing effective in-service teacher professional development programs,” highlighted in a publication produced by the USAID-funded Educational Quality Improvement Program (Leu & Ginsburg, 2011, p. iii), that is, to “involve teachers in planning and implementing the in-service programs” (see also Craig et al., 1998; Oliveira & Farrell, 1993; Ginsburg, 2013). As Shaeffer (1993, p. 189) suggests, “teachers [should] become participants in decisions about the needs to which training must respond, what problems must be resolved, and what skills and knowledge must be transmitted” (see also Schwille & Dembélé, 2007).

The teachers who become involved in planning, implementing and evaluating these professional development programmes could be currently employed or retired teachers. Moreover, those currently or previously serving in leadership positions in local/regional or national teacher unions represent another good group to be involved. There is, of course, precedent for teacher unions to take responsibility for organizing teacher professional development programmes. For example, in Canada and the United States, not only do “many teachers unions [organize] professional-development strategies focused on helping teachers to respond to policy demands” (Villegas-Reimers, 2003, p. 136), but also “many unions provide training in planning and group process for educators” to prepare them for their engagement in policy and to practice decision-making (Bascia, 2000, p. 390). For example, the US-based National Education Association Foundation states that:

**High capacity unions ... build the**

professional capital of its members and leadership and staff by supporting activities such as academies, retreats, ongoing professional learning embedded in practice, action research, participation in policy and practice conferences and meetings, teacher networks, etc. [and] frame and promote dialogue on substantive issues of teaching and learning for its members and district partners, drawing on research, data, and best practices. (NEA Foundation, 2014, p. 7)

Furthermore, based on a study conducted by Education International focused on Bulgaria, Denmark, Egypt, Greece, Hong Kong (China), Macedonia, the Netherlands, Turkey, United Kingdom, and the United States, Bangs and Frost (2012, p. 33) conclude that “all the teacher unions in this study consider the provision of high quality professional development to their members as their core business; not simply as an essential service which is a key membership entitlement but as one which defines the ethos of their organisation.” And as Obanya (1999, p. 213) reports:

**[T]eachers' unions in developing countries ... have a variety of educational programs initiated, planned, financed, and executed through their own internal resources. Such programs [include] ... conferences/studies devoted to what teachers can do to help improve the educational system, to make government programs work, or to offer alternative programs to government ... [These are] usually determined by the extent to which the topics are relevant to ongoing educational debates and the depth of treatment. 16**

<sup>16</sup> By organizing professional development programmes as well as more informal processes for socializing prospective, new or longer-term members, teacher unions may strengthen their attachment to the union.

## Organizing professional development programmes

The International Taskforce on Teachers for Education For All (2014, p. 50) concluded that continuing professional development (CPD) for teachers:

**should be well integrated with, and a continuation of, initial teacher education. Effective CPD should be ... practice-focused [and] integrated with teachers' ... work ... In-person, on-site coaching ... should be the core of any good professional development program ... Effective CPD should also be of sufficient duration and ongoing to make an impact on teacher practice ...**

Below we draw on research from Africa, Asia and the Pacific, and Latin America and the Caribbean, as well as other regions, to support these points. While, as noted earlier, there is a scarcity of literature reporting on the processes and outcomes of professional development designed to prepare teachers for effective participation in Local Education Groups or other arenas of social dialogue, it seems reasonable to posit that what has been learned from studying teacher professional development that is designed to improve teacher content knowledge, pedagogical skills and more can generally be applicable to professional development designed to build teachers' capacity for their roles beyond the classroom.

Here we organize our discussion around five of the ten “key principles in developing effective in-service teacher professional development programs,” which are highlighted in a publication produced by the USAID-funded Educational Quality Improvement Program (Leu & Ginsburg, 2011):

- Use adult-oriented models of active learning as the pedagogical design for in-service programmes.
- Build reflective practice within teacher

And such attachment “influences whether or not they will join the union and their level of engagement with the union if they join” (Pogodzinski, 2012, p. 188; see also Fullagar et al., 1995).

learning communities into the in-service program.

- Provide supervisory guidance and support to teachers as they implement the strategies and techniques that they learned during workshops.
- Provide recognition, enhancement in responsibilities, and/or rewards for successful participation in in-service professional development programmes.
- Consider the budget implications of building realistic and sustainable programmes.<sup>17</sup>

### Use adult-oriented models of active learning as the pedagogical design for in-service programmes

Adult-oriented models of active learning, which combine theoretical and practical knowledge acquisition, skills demonstration and hands-on, practical learning by doing have been found to be effective in facilitating professional learning for teachers (Feiman-Nemser, 2008; Floden, 2001; Sprinthall et al., 1996). Such participatory learning can be organized in larger group settings, such as in-service workshops held at a cluster or district level and also in school-based communities of practice or teacher study groups. In these contexts, teachers can consolidate learning, practise new approaches, and analyse or reflect on practice. In particular, adult-oriented models (Mezirow, 1991) generally prove to be more effective when new skills are built on teachers' previous knowledge and skills. That is, rather than conceiving of "the trainee as the empty vessel, the passive recipient" of new knowledge and skills, professional development is organized such that "the teacher plays an active role in the training process" (Shaeffer, 1993, p. 189). Furthermore, the "teacher is conceived as a reflective practitioner, someone who enters the profession with a certain knowledge base, and who will acquire new knowledge and experiences based on that prior

knowledge" (Villegas-Reimers, 2003, p. 14).

This approach does not mean that new knowledge or ideas are never presented directly, through reading or in a lecture or demonstration. Such methods are necessary at various points of teacher learning. The desired capacity, such as research and communication skills, can be built through an "apprenticeship approach" involving "modelling, coaching and scaffolding, supplemented with didactic instruction in basic concepts and skills, structured ... observations, and the use of case materials and simulation exercises" (LePage, 2005, pp. 353–354).

What is important with teachers, as it is with all learners, is what they do with new knowledge – process, practise, analyse, modify and take possession of it – through activity sometimes called "adaptive expertise." Such activity calls for developing a general understanding followed by trying to put this into practice, which contributes to "expertise" and the ability to adapt knowledge to complex situations in which they will perform their professional roles (Hammerness et al., 2005; Shaeffer, 1993; Villegas-Reimers, 2003).

With respect to professional development programmes designed to enhance teachers' capacity to effectively participate in Local Education Groups or other arenas of social dialogue, using adult-oriented models of active learning will be crucial. Teachers participating in such programmes are likely to have some prior experience in collecting, analysing and interpreting data, either in the context of formal research or more informal inquiry as part of their classroom and other professional activities. Additionally, teachers participating in such programmes are likely to have prior experience in communicating ideas about reforming policy and practice, whether these ideas are based on some formal inquiry or acquired through years of professional practice. Thus, to be effective, the professional development programmes should engage teachers actively in processes that build on and extend or deepen such knowledge and skills.

<sup>17</sup> This section draws extensively on parts of Leu and Ginsburg (2011).

## Build reflective practice within teacher learning communities into the in-service programme

There is considerable evidence that professional development programmes are more effective when they are structured to emphasize reflective practice, which enables teachers to analyse their own and their colleagues' practice (see Schön, 1987). Thus, it is important that resource and facilitation materials for professional development programmes provide guidance for including reflection in teachers' approach to their practice, developing teacher learning communities, and including mentoring or other forms of support for teachers involved in the programme. Reflection can involve teachers individually or collectively, analysing the effectiveness of the research they conduct or the persuasiveness of the arguments they present. Thus, reflective practice can involve individuals or groups applying their own judgement or critical self-assessment to situations in which they seek to prepare for and participate in Local Education Groups and other arenas of social dialogue.

Engaging in reflective practice usually leads to, or grows from, some form of teacher learning communities or communities of practice – communities of mutual professional support at the school, district, state/provincial, or national level – and identifies teachers as 'experts' within their professional area (Oliveira and Farrell, 1993; Sprinthall et al., 1996). Stimulated by the work of Peter Senge (1990; 2000) as well as Jean Lave and Etienne Wenger (Lave and Wenger, 1991; Wenger, 1998), teacher educators have promoted the idea – and demonstrated the value – of learning organizations, learning communities, or communities of practice as a foundation for the professional development of teachers (e.g. see Cochran-Smith and Demers, 2010; Westheimer, 2008; Younger and George, 2013). A professional learning community involves a group of educators who "continuously seek and share learning, and act on their learning ... [in order] to enhance their effectiveness as professionals" (Hord, 1997, p. 1). Similarly, Stoll and colleagues (2006, p. 223) define a professional learning community as "a group of people sharing and critically interrogating their

practice in an ongoing, reflective, collaborative, inclusive learning-oriented, growth-promoting way."

Learning communities or communities of practice that facilitate teacher professional development may be organized such that educators interact on a face-to-face basis in real time (e.g. Snow-Gerono, 2005). Alternatively, or in addition, such communities can be structured online (using Internet or mobile phone connections), allowing participants involved in professional development activities to interact virtually, whether synchronously or asynchronously (Chapman et al., 2005; Fusco et al., 2000; Ginsburg et al., 2015; Henderson, 2007; Vrasidas and Glass, 2004; Vrasidas and Zembylas, 2004; Wenger et al., 2009). We need to keep in mind that in many African countries and other less developed contexts, while Information and Communication Technologies (ICTs) can "be used effectively in teacher training ... teachers first may need to be trained in basic ICT skills," and one needs to insure that educators have regular and reliable access to the Internet or mobile phone networks (Unwin, 2007, pp. 116–118).

Stoll and Seashore (2007, p. 5) also remind us that while "online groups [can] provide stimulating sources of information and safe, neutral arenas for support ... [they] may also be unstable, more likely to involve imbalanced participation, and less amenable to the sustained, deep, reflective engagement ... associate[d] with face-to-face relationships." As Lock (2006, p. 663) explains:

**The realization of online learning communities to facilitate teacher professional development ... requires a pedagogical framework that nurtures the establishment of relationships, intimacy, and trust, where people engage in shared learning experiences mediated through technology. Designing an online learning environment that fosters the development of a learning community is not [just] about adding technology on to current professional development practices.**

Other researchers (e.g. Charalambos et al., 2004; Owston et al., 2008; Schlager and Fusco, 2003)

identify fostering participants' sense of belonging, trust and mutual support as critical in establishing and sustaining effective learning communities,<sup>18</sup> while arguing that a blended approach is more effective than an approach that employs only online or only face-to-face interaction.

With respect to professional development programmes designed to enhance teachers' capacity to effectively participate in Local Education Groups or other arenas of social dialogue, reflective practice within teacher learning communities will need to be emphasized. Through online and face-to-face communication and collaboration with colleagues, teachers can develop their capacity and confidence in conducting and interpreting research as well as communicating research-based and professional practice-based reform proposals. Teacher learning communities offer a mechanism not only for reinforcing and extending learning, but also for preparing for and reflecting on their engagement in Local Education Groups and other arenas of social dialogue.

### Provide supervisory guidance and support to teachers as they implement the strategies and techniques that they learned during workshops

In addition to the interaction in learning communities with others who participated in the professional development workshops, there is evidence from Africa, Latin America and other regions that it is important that those who organize the programme provide supervisory guidance and support to participants – either directly onsite or at a distance using technology (e.g. see Barrow et al., 2007; Ginsburg, 2010). When those implementing the professional development programmes spend time with participants outside of the workshops, they are in a position to provide the supervisory guidance and support that participants may need as they seek to implement what they learned (Sprinthall et al., 1996). Without supervisory guidance and support,

the “transition from study to practice” is likely to be in the form of “the sink-or-swim method” (Kennedy, 1987, p. 155; see also Kamangira & Kasambara, 2010). Providing supervisory guidance and support to workshop participants increases the likelihood that they will at least try to implement what they have learned.

Unfortunately, as Schwille and Dembélé (2007, pp. 105–106) summarize, “whether the country is rich or poor, there is a lack of sufficient system support and infrastructure to insure continuity, follow-up and feedback for all professional development programmes and interventions. Having completed a workshop, seminar, or other event ... teachers too often return to their [worksite] ... with no opportunity for feedback on the application, no resource person ... to whom ... they can turn ... with queries ... and no willing collaborators in adapting [what they learned] to the context in question.” Nevertheless, there are examples of initiatives to provide supervisory guidance and support to teachers. For example, based on his investigation of supply, training and management of teachers in eight Anglophone African countries (Eritrea, the Gambia, Lesotho, Liberia, Malawi, Uganda, Zambia and Zanzibar), Mulkeen (2010, p. 103) reports a degree of success in providing in-service continuing professional development:

**While most countries had some provision, it was often weak in terms of geographical coverage, consistency, and integration with accreditation systems ... The provision of continuing professional development opportunities can be divided into three main categories: (i) short training courses, (ii) support systems, and (iii) peer networks. The provision of short training courses was mainly through cascade training, with courses developed centrally and delivered locally through a network of trainers. The support services mainly consisted of individual support workers based at local centres and visiting schools [infrequently] to observe and support**

with other teachers, and they influenced teacher classroom practice moderately and affected student learning to a limited extent.”

<sup>18</sup> Owston et al. (2008, p. 201) conclude that “blended programs were effective in providing teachers with an opportunity for learning on the job and collaborating

**individual teachers and provide school-level training. Peer networks were in evidence in only a minority of cases, but provided opportunities for teachers to meet and determine their own training needs.**

And, as Westbrook et al. (2013, pp. 61–61) summarize, “peer support through informal groups, formal clusters or pairs of teachers ... were described in eight studies as being significant factors in teachers’ implementation of effective practices [in] Ghana, Bangladesh, India, Benin, Cambodia, Egypt and Lao PDR” (Coffey International, 2012; Geeves et al., 2006; Guzman et al., 2000; Hussain et al., 2007; Kelani, 2009; Leach, 2004; Power et al., 2012; Saigal, 2012).

With respect to professional development programmes designed to enhance teachers’ capacity to effectively participate in Local Education Groups or other arenas of social dialogue, it may be easier to build in supervisory guidance and support for programme participants. This is because, compared to teachers’ roles performed in classrooms, teachers’ engagement in social dialogue is much more likely to be a collective activity. Nonetheless, arrangements will need to be made to ensure that after attending workshops teachers receive ongoing supervisory guidance and support as they plan research, collect data, analyse and interpret data, and as they draw on research-based as well as their professional practice-based knowledge in communicating and negotiating educational reform ideas in LEGs and other arenas of social dialogue.

### **Provide recognition, enhancement in responsibilities, and/or rewards for successful participation in in-service professional development programmes**

A system of formally recognizing successful participation in an in-service teacher professional development programme should be implemented as part of the overall programme design. If possible, this system should be coupled with recognition, increased financial rewards, and/or advancement on a structured career ladder (Bray & Mullikottu-Veettil, 2004; Darling-Hammond et

al., 2005; Ginsburg, 2013). In environments where financial or career advancement are not possible means of recognition, the teacher union or others organizing the professional development programme can acknowledge the participants’ accomplishment in other ways, like certificate ceremonies or other culturally appropriate public recognition of teachers.

Although many teachers are intrinsically motivated to perform their work and to improve their professional knowledge and skills, they, like any other professionals, deserve fair compensation, good conditions of service, opportunities to increase their status and responsibilities, and be held in high regard by society. Conversely, teachers are likely to take note and act accordingly if promotion and remuneration are allocated only on the basis of length of service or political connections rather than participation in in-service professional development programmes and improved performance in their professional roles (e.g. see Imig et al., 2009). As the World Bank Education Team (2011, p. 8) observes: “The provision of incentives for professional development ... may foster participation, but for the wrong reasons. [However,] where incentives are not available ... participation may be too low, especially in countries where teachers work for many hours” (World Bank Education Team, 2011, p. 8).

With respect to professional development programmes designed to build teachers’ capacity to participate effectively in Local Education Groups and other arenas of social dialogue, there is a need for research to assess the kinds of rewards that may motivate different groups of teachers to take part. The recognition of being selected to prepare for participation in social dialogues along with the opportunity for expansion in responsibilities (beyond the classroom) may offer sufficient reward. However, given other demands on teachers’ time, including work roles in addition to teaching (e.g. in households, farms and communities), it may be necessary to find ways to compensate teachers for the time they are involved in such professional development programmes as well as the time they devote to engaging in social dialogue.

## Consider the budget implications of building realistic and sustainable programmes

Schwille and Dembélé (2007, p. 51) advise that when assessing the costs of professional development programmes:

**It is essential to include its private as well as public [i.e. institutional, organizational, or government] costs. Private costs are borne by individuals. They include direct or visible costs, such as tuition fees, living expense, books, school supplies and transportation, as well as indirect or invisible costs, defined as earnings forgone due to the time spent as a student in the program.**

There are a variety of costs involved in designing and implementing professional development programmes, public costs as well as direct and indirect private costs. These include: a) the salaries or time of individuals taking responsibility for designing and implementing the programme; b) the salaries and time of individuals providing onsite supervisory guidance and support to programme participants after or between workshops, including individuals who organized the programme and participants who become part of a learning community; c) the salaries and time of individuals participating in the programme; d) the cost of designing and producing materials used by participants during and after or between workshops; e) transportation and other costs incurred by those attending workshops or traveling to provide supervisory guidance and support to sites where participants work; and f) the cost of recognition events, certificates, and salary increases or other financial rewards given to successful professional development programme participants.

After discussing issues of cost, Schwille and Dembélé (2007, p. 51) explain that in “searching for less expensive and more or equally effective forms of teacher education,” some educators and policymakers have come to focus on distance education (see also Nielsen & Tatto, 1991). Indeed, both the Joint ILO/UNESCO Committee of Experts

on the Application of the Recommendations concerning Teaching Personnel (ILO/UNESCO, 2012, pp. 8–9) and the International Task Force on Teachers for Education For All (2014, p. 53) recommended using distance education as a part of teacher professional development programmes (see also Villegas-Reimers, 2003, p. 142). It is important to note that distance education programmes for teacher professional development, however, need to be supplemented and complemented by face-to-face interactions between instructors and participants and among participants (Ginsburg et al., 2015).

According to Robinson (1997, p. 123), “distance education can be defined as a teaching-learning system or process in which the teachers and learners are physically separate for some or all of the time, and where learning materials take some of the role of the traditional teacher.” In earlier years distance education involved combinations of radio, television, self-study materials, correspondence tuition and local study groups” (Robinson, 1997, p. 124). In more recent years, distance education has involved “online courses and a host of workshops mediated by e-books, DVDs, and streaming” (Joyce & Calhoun, 2010, p. 12) as well as “any educational provision where the sole or dominant technologies are handheld or palmtop devices” (Shohel & Power, 2010, p. 202). As examples, Westbrook et al. (2013, p. 30) reference the following “innovative uses of ICT as particularly appropriate for rural areas ... Teacher Education in Sub-Saharan Africa, where teachers access self-study units adapted to the local context at school level, [and] the Bridge IT projects in Latin America, where teachers use smartphones with wireless internet connectivity and data projectors to download and screen educational videos ... or where mobile phones and MP3s [a digital audio format] are used as curriculum delivery platforms” (Jara et al., 2012; Moon, 2007; Shohel & Banks, 2012; Thakrar et al., 2009).

With regard to the cost issue, Robinson (1997, p. 133) concludes that “despite the problems of getting accurate cost data, the evidence so far ... shows that the costs for training teachers by distance education can be lower, ranging from about one-third to two-thirds of the costs of conventional programmes. Even larger costs

savings have been claimed, particularly if costs borne by [participants] are taken into account.”<sup>19</sup> However, as Perraton (1993, p. 381) explains, “distance education can be [less costly], enrolling and teaching [participants] ... at a lower cost than that of conventional education ... [But] there is no a priori or simple answer to the question, ‘Is distance education a cheap alternative?’” The answer to the question of cost is even more complicated for regions within countries that do not have good mobile phone, let alone Internet, connections or where the cost of sending and receiving even mobile text messages would severely restrict teachers’ use of them as part of such professional development programmes.

Part of the question of whether distance education programmes are cheap alternatives depends on what elements are included in the programme. For instance, if the development of online course or other materials requires a substantial expenditure and the number of participants in the teacher development programme is relatively small, then the cost per participant can be quite high. Also, given that research suggests that distance education needs to be complemented by face-to-face interactions, including supervisory guidance and support as well as peer interaction (Hardman et al., 2011; Robinson, 1997; Sampong, 2009), the cost of such programmes increases. For example, based on their study of teachers’ experience in the Secondary Teaching and Learning Programme in Bangladesh, Shohel and Power (2010, p. 207)

report that “whilst the professional development materials available through the iPod are perceived as making an important contribution to the teachers’ development, teachers also recognise that these materials alone are not enough to enable or support that development. [For instance,] one teacher talks of her need to ‘go back to school’ metaphorically and be supported by peers and facilitators, in her professional learning.”

With respect to professional development programmes designed to build teachers’ capacity to participate effectively in Local Education Groups and other arenas of social dialogue, cost issues need to be considered. Even the most cost-effective programme will entail costs both for the organization (e.g. a teachers union or a ministry of education) implementing the programme and for the individuals who take part in the workshops and follow-up activities. The organizational costs include remuneration for those who plan and implement workshops as well as those who provide post-workshop supervisory guidance and support. One would also need to budget for transportation and accommodation expenses for those attending (actual versus virtual) workshops as well as those providing (onsite versus virtual) post-workshop supervisory guidance and support. Finally, the extent to which the private costs of professional development programme participants will be covered – and how – will need to be considered.

<sup>19</sup> For instance, Robinson (1997, pp. 124–125) highlights that “teachers can study while continuing to teach and schools are not depleted of staff. Moreover, it is less disruptive to teachers’ lives, an important consideration

for mature teachers with families, community obligations and second income-generating activities.”

## Appendix B: Guidance Framework

*This Guidance Framework was drafted and then discussed at the UNESCO Dissemination Forum in Paris on 19 and 20 April 2017. Based on those discussions, the Guidance Framework was refined and that version is presented in this chapter.*

The Guidance Framework is organized in two parts:

- Part I of the tool focuses on conducting an opportunity assessment for future action to enhance teacher participation in social dialogue and education policy processes. It invites the main stakeholders (e.g. government/ministries of education, teacher associations, Local Education Groups and development partners) to make a preliminary assessment of the opportunities that presently exist in the country to take action for enhanced teacher participation through more and better training and support.
- Part II of the tool focuses on the main steps for developing a training and support programme aimed at improving teacher participation in social dialogue and education policy processes. These stages are: situational analysis, programme formulation, implementation planning, and monitoring and evaluation of the programme. Guidance is provided in the form of a set of critical questions and challenges to be addressed at each of these stages and suggestions as to how to proceed in response to them.

### **Part I: Conducting an opportunity assessment**

This part of the chapter provides guidance on how

to conduct an opportunity assessment for future action to enhance teacher participation in social dialogue and education policy processes. It is organized into the following sections: a) objectives and target groups of the opportunity assessment, b) establishing a preliminary debate among the main stakeholders, c) conducting a preliminary situational assessment, d) identifying an appropriate policy or action framework for future training and support for teacher participation, e) formulating suggestions for future training and support for teacher participation, and f) carrying out a rough assessment of major implementation aspects.

### **Objectives and target groups of the opportunity assessment**

The opportunity assessment should provide a basis for engaging all major parties concerned in concrete and consistent action for training and support towards enhancing teacher participation in social dialogue and education policy processes. At minimum, the opportunity assessment should generate: a) better information for decision-making on enhanced training and support for teacher participation in these processes; b) political support (governmental, non-governmental, international) for such activities, c) clear proposals for major strategic action towards enhanced training and support for teacher participation, and d) a preliminary assessment of the cost and other implementation implications of these proposals.

The present guidance for conducting an opportunity assessment is addressed to all those who wish to promote training and support toward enhancing the participation of teachers and their organization in social dialogue and education policy processes, in particular: a) teacher organizations; b) government/public sector institutions, particularly the ministries in charge of education and teaching personnel; c) development partners with the Local Education Groups as their

local coordinating platforms; and d) the Global Partnership for Education, with its catalytic impact on education sector development in aid-receiving countries.

The process of conducting an opportunity assessment should be an occasion to launch or strengthen the debate among the main stakeholders, especially at country level, regarding the needs, goals, content and processes of training and support for teacher participation. Therefore, it is recommended that each of the stakeholder groups sets up a small working group to facilitate and coordinate participation in the various activities discussed below.

The guidance presented for conducting an opportunity assessment is focused on generating the dynamics and necessary preparatory work for initiating a major programme – or a coherent set of activities – designed to provide training and support for building teachers' capacity to effectively engage in social dialogue and education policy processes. Therefore, it is limited to inviting the main stakeholders concerned to take – if possible jointly – a few first steps towards this end by:

- Establishing a preliminary debate among the main stakeholders on opportunities for future training and support for teacher participation.
- Undertaking a very rough preliminary situational assessment with regard to current training and support for teacher participation in social dialogue and education policy.
- Identifying an existing policy or action framework(s) in which future training and support initiatives could be embedded.
- Formulating some major general suggestions for future training and support initiatives.
- Assessing in a rough and preliminary manner their main implementation implications.

## Establishing a preliminary debate among main stakeholders

To prepare for the preliminary debate, all stakeholders should discuss and be prepared to share with other stakeholders their answers to the following questions:

- Is our organization in a good position to take the lead for engaging a large range of stakeholders concerned in a debate on future training and support for enhancing teachers' participation in social dialogue and education policy processes?
- If so, which other organizations or stakeholders can it involve in the debate?
- If not, should our organization concentrate (at least at a first stage) on an internal debate on the issues of such training and support?
- What precisely needs to be done to bring about a first debate on such future training and support?

In addition to addressing the above-listed questions for all stakeholders, the Ministry of Education should answer the following questions:

- Which ministry department/unit or other structure (for example, the one in charge of social dialogue in the education sector) is in a good position to organize such a debate?
- How can the ministry – by itself or in collaboration with other stakeholders – ensure the broad (widely recognized) participation of the other main stakeholders, in particular teacher unions and development partners?
- Which ministry of education departments/units are particularly concerned by the debate and should participate?
- How can the ministry facilitate communication and coordination among all its departments/units that should contribute ideas to the debate?
- Who should represent the ministry of

education in the debate?

In addition to the addressing the above-listed questions for all stakeholders, teacher unions/associations should answer the following questions:

- Which coordinating structure or umbrella organization of teacher associations/unions could initiate a countrywide debate on future training and support for building teachers' capacity to participate in social dialogue and education policy processes?
- To what extent and how could it cooperate with the ministry of education in developing such training and support initiatives? Or should it concentrate on debates on training and support provided by teacher associations/unions themselves?
- Which other stakeholders should be involved in the debate?
- What efforts are needed to ensure a broad (widely recognized) participation of the different teacher associations?
- What mechanisms or strategies can be used to facilitate communication and coordination and communication within and among all major teacher unions/associations in relation to this debate?

In addition to addressing the above-listed questions for all stakeholders, the Local Education Groups (or lead development partner) should answer the following questions:

- Could and should the Local Education Group (or its lead development partner) initiate a countrywide debate on future training and support to build capacity for teachers to engage in social dialogue and education policy processes?
- To what extent and how could it cooperate with the ministry of education on this matter?
- To what extent and how could it cooperate with teacher unions on this

matter?

- What needs to be done to ensure the broad (widely recognized) participation of the different teacher associations?
- Which other stakeholders, in particular non-governmental organizations, should be involved in the debate?
- What mechanisms and strategies can be used to facilitate communication and coordination among all concerned development partners concerning the debate?

### Conducting a preliminary situational assessment

As part of this step in the opportunity assessment process, each stakeholder group collects – and then summarizes – relevant information and views (that are quickly available) on the following:

- The current needs for training and support related to teachers' effective participation in social dialogue and education policy, especially those characterizing teacher representatives. (Which data and which documents exist on this issue? What do they say?)
- The existing or recent training and support activities related to social dialogue and education policy and planning, with respect to: a) the number and type of training programmes per year, b) the main content areas (negotiation, advocacy, legislation, current education policy, education programme design, and conducting and interpreting research), c) their organizers, d) the number and profile of their beneficiaries (in particular, beneficiaries from teacher associations/unions), and e) other types of support materials (handbooks and other forms of guidance) that are available.
- The role – or potential role – of the LEG or certain development partners (governmental and non-governmental) in

providing such training and support (with respect to the relevant topics covered, extent of teacher representative participation, types of follow-up support and guidance provided, and coordination with other development partners).

- The current state of recording and coordinating such training and support activities.
- The training needs of teachers and their representatives (in social dialogue and education policy) that the group feels to be most relevant and needed.

### Identifying an appropriate policy or action framework for such future training and support

In this stage of the opportunity assessment process, all stakeholder groups should discuss, first separately and then together with the others, the following issues:

- What are the respective pros and cons of a comprehensive new training and support programme versus several specific smaller programmes or initiatives, given the objective of building teachers' capacity to effectively engage in social dialogue and education policy processes?
- Is there an opportunity to accommodate a significant training and support programme targeting teacher representatives within the framework of major government policies or plans (e.g. the education sector development plan) or major capacity development programmes of the ministry of education or other ministries?
- Which opportunities for new or enhanced training and support programmes for teacher representatives are offered outside the government sector (e.g. those offered by teacher unions, non-governmental organizations, civil society organizations, or development partners)?
- What are the pros and cons of each of the

existing opportunities (in light of the conclusions reached from the preliminary situational assessment)?

- Are there other opportunities?

### Formulating suggestions for future training and support initiatives

In this stage of the opportunity assessment, all stakeholders should identify, first separately and then discuss and agree together, on:

- The priority target groups, that is, the profile (e.g. affiliation, experience and education background) of the teacher representatives to be targeted for participation in the training and support programme(s).
- The priority content areas for future training and support (based on a needs assessment and an analysis of the knowledge and skills most important for participation in social dialogue and education policy processes).
- The preferred and feasible types of training and support (based on an analysis of effective professional development strategies and an assessment of the availability of needed human and financial resources).
- Coordination efforts (among stakeholder groups' funding, organizing, and benefiting from the training and support initiatives) to be made for teacher capacity development for effectively engaging in social dialogue and education policy processes.

### Carrying out a rough assessment of major implementation aspects

In this stage of the opportunity assessment, all stakeholders discuss and assess together the following:

- The quantitative and qualitative capacity shortcomings characterizing the current training and support focused on building

teachers' capacity to effectively engage in social dialogue and education policy processes.

- The financial and technical support presently available (from different sources, for example, the ministry of education; teacher organizations, development partners and non-governmental organizations) for such training and support initiatives.
- Possible additional financial and technical support that could be mobilized for extended and enhanced training and support initiatives.
- The political, economic or other constraints or risks that could impede the implementation of future training and support initiatives.

At the end of the debate it is advised to prepare a brief (1–3 page) summary of the main conclusions, including issues, possibly conflictual, that remain to be resolved, concerning a future training and support programme or initiatives designed to enhance teachers' capacity to effectively participate in social dialogue and education policy processes.

## Part II: Developing a training and support programme or initiatives

This part of the chapter provides guidance on how to develop a programme or initiatives to build the capacity of teachers to effectively participate in social dialogue and education policy processes. It is organized into the following sections describing the main stages of the programme or initiative-development process: a) conducting a situational assessment, b) formulating a training and support programme to improve the situation, and c) addressing crucial implementation planning as well as monitoring and evaluation issues. In each section, guidance is provided on:

- The central objectives to be attained at the respective stage
- The major issues and questions arising at the respective stage

- Possible ways of addressing them
- Key obstacles and constraints and how to manage them.

### Conducting a situational assessment

Proposals for future training and support to enhance teacher participation in social dialogue and education policy processes will be neither convincing to other stakeholders nor eventually fully effective in practice if they are not based on a sound and shared assessment of the current situation. If an opportunity assessment has been conducted (see Part I of this chapter), preliminary insights into the current situation have already been gained. For the elaboration of a new training and support programme or initiatives, however, one should try to fill any gaps in knowledge about the situation that may have remained after completing the opportunity assessment.

The situational assessment should be conducted to achieve the following objectives:

- Identifying the main context features (e.g. state of social and policy dialogue, levels of unionization, degree of coordination among teacher organizations, human and financial resources) that may constrain or enable the development and implementation of the (new or revised) training and support programme or initiatives.
- Taking stock (in quantitative and qualitative terms) of the recent provision of training and support (provided by various organizations) for teachers and teacher representatives related to participation in social dialogue and education policy processes.
- Assessing the critical training and support needs which are not being addressed.
- Specifying the main gaps of existing information on training and support needs and supply.
- Selecting adequate ways and means to address existing information gaps.

- Drawing conclusions regarding major directions for developing and implementing the relevant and appropriate training and support programme or initiatives.

Table 3 summarizes the main issues to be addressed during the situational assessment as well as ways and means for addressing these issues.

At the end of the situational assessment, it is important to synthesize the main results and to determine a sketch of a future programme or initiatives aimed at improving the training and support to enhance teachers' participation in social dialogue and education policy processes. The following elements should be incorporated in

describing the emerging directions:

- The target groups (e.g. organizational affiliations, professional experiences and education backgrounds of the teacher representatives to be targeted for participation in the programme or initiatives).
- Priority content areas (knowledge and skills) and types of future training and support required (according to the needs assessment).
- Challenges to providing the required training and support programmes or initiatives (e.g. human and financial resources).

**Table 3: Situational assessment: issues and ways to address them**

Main issues to be addressed	Ways and means to address them
<p>A. Which teacher capacity gaps emerge from the current social and policy dialogue in the education sector? In particular:</p> <ul style="list-style-type: none"> <li>• What are the rights and obligations concerning teacher association and participation in the education sector?</li> <li>• Which formal structures and procedures of dialogue with teachers are in place?</li> <li>• What is the actual extent of teacher union involvement in social and policy dialogue (How regular? Focused on what issues? At what phases of decision-making processes?)</li> <li>• How large and how representative is the group of teacher representatives involved in various types of social and policy dialogue?</li> <li>• What are the knowledge and skills needed for teachers to effectively participate and to what extent do these need to be further developed?</li> </ul>	<p>A. Set up a working group for the purpose. The working group should seek to collect and analyse:</p> <ul style="list-style-type: none"> <li>• All available official documents on the laws and regulations concerning a) freedom of association in general; b) teacher associations in particular, and c) social and policy dialogue in the education sector.</li> <li>• Administrative documents concerning the structures and procedures for social and policy dialogue in the education sector.</li> <li>• Information on the reality of social and policy dialogue in the education sector reports, newspaper articles, and other sources.</li> <li>• Information (from teacher organizations and the relevant ministries) on the number and the union membership of teachers who have been involved in various types of social and policy dialogue.</li> <li>• Information and testimonies concerning the levels of relevant knowledge and skills of the teachers involved in social and policy dialogue.</li> </ul>
<p>B. What is the situation of teacher organizations in this country? In particular:</p> <ul style="list-style-type: none"> <li>• How strong (numerically, in terms of % of affiliated teachers) and how numerous are the existing teacher unions or associations?</li> <li>• To what extent are all major teacher groups (different regions, rural and urban, public and private, primary and secondary levels) represented by the existing organizations?</li> </ul>	<p>B. The same or a different working group should seek to collect and analyse:</p> <ul style="list-style-type: none"> <li>• Data on membership in teacher organizations</li> <li>• Statutes and (annual or other) activity reports produced by teacher unions</li> <li>• Studies and newspaper articles on communication and coordination within and among teacher unions</li> <li>• Information and testimonies of recent engagement in social and policy dialogue by teachers (in general) and teacher union members (specifically).</li> </ul>

Main issues to be addressed	Ways and means to address them
<ul style="list-style-type: none"> <li>• Are there coordinating umbrella organizations?</li> <li>• How well do teacher organizations coordinate (intra- and inter-organizationally) their actions in relation to social and policy dialogue?</li> <li>• How well do the existing rules, structures, and practices ensure: intra-union communication and coordination as well as inter-union communication and coordination?</li> </ul>	
<p>C. To what extent do the training and support provided to teachers and their representatives match the actual needs, with respect to knowledge and skills needed to effectively participate in social and policy dialogue? In particular:</p> <ul style="list-style-type: none"> <li>• During the last 2–3 years what relevant training activities have been organized only for teachers (and who were their organizers)?</li> <li>• What other relevant training activities have been organized in recent years to which teachers were invited to participate (and who were the providers)?</li> <li>• What other forms of support relevant to participation in social and policy dialogue have been recently provided to teachers in general or teacher union members specifically (and who were the providers of such support)?</li> </ul>	<p>C. The same or a different working group should seek to collect and analyse:</p> <ul style="list-style-type: none"> <li>• Information and reports on trainings relevant to effectively participating in social and policy dialogues that have been organized by national teacher unions, international teacher organizations (e.g. Education International), government institutions (e.g. Ministry of Education, Ministry of Public Service), development partners, NGOs and CSOs</li> <li>• Information and reports on other kinds of support relevant to effectively participating in social and policy dialogues that have been organized by national teacher unions, international teacher organizations (e.g. Education International), government institutions (e.g. Ministry of Education, Ministry of Public Service), development partners, NGOs and CSOs.</li> </ul>
<p>D. What are the unmet knowledge and skills needs of teachers for effectively participating in social and policy dialogue?</p>	<p>D. The same or a different working group should seek to:</p> <ul style="list-style-type: none"> <li>• Collect and analyse available assessment studies of teacher capacity needs (knowledge and skills) related to effective participation in social and policy dialogue.</li> <li>• Conduct an assessment of the needs of various groups of teachers with respect to knowledge and skills needs to effectively participate in social and policy dialogue, especially if available data are limited.</li> </ul>
<p>E. What are the main conclusions on the:</p> <ul style="list-style-type: none"> <li>• Capacity of teachers to participate effectively in social and policy dialogue</li> <li>• Quantity and quality of existing, relevant, needed training and support</li> <li>• Types of additional training and support that are needed</li> <li>• Existing human and financial resources needed to plan and implement the relevant, needed training and support</li> <li>• Target beneficiaries (number and profile) of the respective training and support services</li> </ul>	<p>E. Once the above-noted information has been collected, analysed, and presented to the key stakeholder groups, there needs to be opportunities for discussion towards reaching conclusions, which may reflect a consensus on some points and different views on other points.</p>

Main issues to be addressed	Ways and means to address them
<ul style="list-style-type: none"> <li>Challenges regarding access of the target beneficiaries to relevant training and support services?</li> </ul>	

### Formulating a training and support programme to improve the situation

A sketch of the training and support programme or initiatives will be produced during the situational assessment stage (see section immediately above). The stage discussed in this section involves filling in details outlined in that sketch. The main objectives to be pursued at this stage are to:

- Organize the process of programme formulation
- Formulate specific objectives and targets for this programme
- Identify and choose the main activities to attain them
- Ensure broad stakeholder acceptance of the suggested objectives, targets and activities.

The following issues need to be addressed in this programme formulation stage of the process:

- Which policy or action frameworks can accommodate the planned training and support programme or initiatives?
- Which stakeholders are to be involved in the formulation of the programme?
- Which directions are widely accepted and should guide the formulation of objectives and targets?
- Which criteria should guide the choice of specific activities to achieve them?

- Which organizational arrangements (e.g. structures, procedures, special human and other resources) are necessary to ensure an effective programme formulation and design process?

Table 4 summarizes the main issues to be addressed during the process of formulating a training and support programme as well as ways and means for addressing these issues.

At the end of the programme formulation stage it is important to synthesize the main results of the process. At minimum, the synthesis should include answers to the following questions:

- Who are the agreed-upon target or beneficiary groups of the programme or initiatives and what are the estimated sizes of each target group?
- Which training and support programmes or initiatives should be provided to each target group, with respect to thematic areas, type of training and support, duration or frequency of the training and support?
- Which organizations should be involved in planning, implementing, and monitoring and evaluating the training and support programme or initiatives?
- To what extent and in which respects do these organizations need to strengthen their capacity to carry out these responsibilities?

**Table 4: Formulating a training and support programme: main issues and ways to address them**

Main issues to be addressed	Ways and means to address them
A. Which policy/action frameworks can accommodate the planned training and support programme or initiatives? More specifically:	A. Set up a working group, representing a broad range of stakeholders and given clear objectives and deadlines for its work. This working group is responsible for:

Main issues to be addressed	Ways and means to address them
<ul style="list-style-type: none"> <li>• What are the respective pros and cons of a comprehensive programme versus several specific programmes?</li> <li>• Is there an opportunity to accommodate such a programme within the Education Sector Development Plan or major capacity development programmes for the education sector (or public service)?</li> <li>• What are the existing programmes and what are the pros and cons of each with regard to meeting the needs identified in the situational assessment?</li> <li>• How can new or additional programmes be developed and implemented?</li> </ul>	<ul style="list-style-type: none"> <li>• Collecting and analysing existing policy and strategy documents concerning the education sector and capacity development</li> <li>• Conducting interviews with people currently in charge of major governmental or other capacity development programmes or activities</li> <li>• Developing a preliminary draft proposal for a programme or initiatives to build teachers' capacity to effectively participate in social and policy dialogue</li> <li>• Communicating to – and facilitating discussion by – major stakeholders about the proposal(s).</li> </ul>
<p>B. Who and which stakeholders are to be involved as members of a consultative group in the formulation of the programme? Potential stakeholder groups include:</p> <ul style="list-style-type: none"> <li>• Ministry of education</li> <li>• Other ministries,</li> <li>• Teacher organizations</li> <li>• International intergovernmental organizations (including funders)</li> <li>• International and national non-governmental organizations</li> <li>• Other organizations which provide or could provide relevant training and support services</li> </ul>	<p>B. In answering this question (preferably through a dialogue with a broad range of stakeholder groups) those doing so should:</p> <ul style="list-style-type: none"> <li>• Respect existing laws and formal responsibilities (e.g. those in the area of social and policy dialogue in the education sector, those in the area of capacity-building).</li> <li>• Set up an information and communication strategy with members of the consultative group and others who are members of the relevant stakeholder groups.</li> </ul>
<p>C. Who should be technically in charge and who should be politically responsible/accountable for the programme formulation, supervision and accountability procedures?</p>	<p>C. To address these issues:</p> <ul style="list-style-type: none"> <li>• With regard to programme formulation, consider whether it would be more appropriate and feasible to identify a few experts or a team especially entrusted with the technical programme design (with knowledge in both programme design and training and support for teachers in areas relevant to participating in social and policy dialogue (e.g. experts from government, teacher organizations, universities, or other institutions).</li> <li>• With regard to supervision and accountability responsibilities, take existing laws and regulations into account given the governmental or non-governmental character of the training and support programme.</li> </ul>
<p>D. Which organizational arrangements (structures, procedures, etc.) can effectively underpin the programme formulation and design process? More specifically:</p> <ul style="list-style-type: none"> <li>• Who should be in charge of designing (technically) the training and support programme(s)?</li> <li>• Who should be the accountable and supervising entity?</li> </ul>	<p>D. If the training and support programme is part of a broader government strategy/plan, then the already established structures and procedures for this framework should be followed; otherwise the consultative group should develop the procedures (in consultation with the programme design team).</p>

Main issues to be addressed	Ways and means to address them
<ul style="list-style-type: none"> <li>What procedures should be followed to formulate the training and support programme(s)?</li> </ul>	
E. Which directions should guide the formulation of objectives, outcomes and targets?	E. The formulation of objectives, outcomes, and targets and target groups should be formulated based on the conclusions from the situational assessment, with respect to: <ul style="list-style-type: none"> <li>Expected outcomes</li> <li>Beneficiary groups</li> <li>Key content areas and types of training and support</li> <li>The range and capacity of organizations to organize and deliver the training and support programme(s).</li> </ul>
F. How should specific activities be selected for achieving the objectives, outcomes and targets?	F. Based on the proposals from the consultative group, a broader meeting of stakeholders should make these decisions, taking into consideration: <ul style="list-style-type: none"> <li>Consistency with the programme objectives, outcomes and targets.</li> <li>Scale and types of training and support activities, based on the needs assessment.</li> <li>Level of capacity of potential training and support providers.</li> <li>Time and financial resource constraints of implementation.</li> <li>Degree of acceptance among the stakeholders.</li> </ul>

## Addressing implementation planning and monitoring and evaluation issues

A document presenting the proposed teacher training and support programme or initiatives will generally not fully describe everything to be done to implement the planned activities. However, the programme cannot be finalized without assessing its feasibility, i.e. without taking into account some major factors on which its effective implementation will depend. These factors include:

- The funding of the planned training and support programme or initiatives.
- The human resources required for implementation.
- Other major possible constraints or risks (e.g. political instability, natural disaster and armed conflicts) that might seriously hamper implementation.

The main objectives to be pursued at this stage are:

- Estimating the costs of the planned activities.
- Assessing the financial and human resources available (from different sources, for example, the ministry of education, development partners and non-governmental organizations) for implementing the programme.
- Estimating the additional financial and human resources that are expected from different sources.
- Assessing possible political, economic or other constraints or risks.
- Formulating a set of indicators for the monitoring and evaluation of the training and support programme or initiatives.

The major issues that will likely arise in this stage include:

- How many professional and support staff (and of which profiles) are required for

programme implementation (including both operational programme implementation by training and support providers and programme management)? And how many or who will be easily available?

- How many professional and administrative staff (and of which profiles) will need to be hired in addition? Will they need to be trained?
- What are the estimated costs of the planned training and support programme or initiatives, in particular relating to training and other professional staff, transportation, infrastructure, and logistics?
- Which funding sources regularly available (e.g. from the ministry of education budget and teacher union funds) could be tapped for the training and support programme or initiatives?
- Which additional funds can be expected from other sources (e.g. from non-governmental organizations and development partners)?
- Is there a remaining funding and/or human resource gap? How can it be addressed?
- Are there other major implementation constraints or risks?
- Through which monitoring indicators can progress and achievements of the programme be measured?
- Which criteria and which approaches and

methods are appropriate for the monitoring and evaluation of the programme?

- At which moments (and intervals) should programme monitoring and evaluation be conducted?
- Who should be involved in, and who should coordinate the programme monitoring and evaluation?
- Which resources and organizational arrangements are necessary for the monitoring and evaluation efforts?

Table 5 summarizes the main issues to be addressed during the process of planning for implementation and monitoring and evaluation as well as ways and means for addressing these issues.

At the end of this stage, the estimated cost of the planned activities will have to be confronted with the funds that can be mobilized for the implementation of the initiative or programme. Certain cuts or adjustments in the planned activities (or additional fund mobilization) might be required. Similarly, the availability of human resources (in quantitative and qualitative terms) will need to be confronted and ways to address possible gaps be pointed out and pursued. Conclusions from the assessment of other implementation constraints and risks should also not be forgotten at this stage. Last but not least, a restricted set of selected and widely accepted programme monitoring and evaluation indicators should be adopted.

**Table 5: Issues of implementation planning and monitoring and evaluation and how to address them**

Main issues to be addressed	Ways and means to address them
<b>A. Programme implementation</b>	
1. How many and what profiles of staff are required (will need to be hired and perhaps trained) for the implementation of the training and support programme? In particular, how many and what profiles of:	1. The consultative group, in discussion with the implementing organization and other stakeholders, needs to analyse carefully the human resource implications of the planned training and support activities. There is a need to distinguish clearly between the different staff profiles; identify those

Main issues to be addressed	Ways and means to address them
<ul style="list-style-type: none"> <li>Professional and support staff supervising and conducting the training and support programme activities</li> <li>Trainers of the trainers and other staff for guidance, information services, etc.?</li> </ul>	<p>locally available and determine, if necessary, the additional staff to be mobilized from other countries.</p>
<p>2. What are the estimated costs of the planned training and support activities, in particular relating to:</p> <ul style="list-style-type: none"> <li>Training and other professional staff,</li> <li>Support staff, and</li> <li>Transport, infrastructure, logistics?</li> </ul>	<p>2. The consultative group, in discussion with other stakeholders and the implementing organization(s), should analyse carefully the costs and financial resource implications of the planned training and support activities.</p>
<p>3. Which funding sources could be tapped for costs of implementing the training and support activities, including:</p> <ul style="list-style-type: none"> <li>Funds from the education budget</li> <li>Funds from other ministries' budgets (e.g. funds for public service reform, for strengthening of the civil society)</li> <li>National teacher unions (e.g. funds for capacity development)</li> <li>International teacher unions (e.g. Education International)</li> <li>The Local Education Group (LEG)</li> <li>Development partners (bilateral and multilateral organizations)</li> <li>International NGOs</li> <li>National NGOs</li> <li>Foundations</li> </ul>	<p>3. The consultative group, in discussion with other stakeholders and the implementing organization(s), should identify and contact various possible organizations that may be inclined to cover costs of various aspects of the planned training and support activities.</p>
<p>4. Are there other major implementation constraints or risks, such as:</p> <ul style="list-style-type: none"> <li>Inter-union conflicts related to the programme</li> <li>Political instability, which could lead to withdrawal of government support for the programme</li> <li>Natural disaster or armed conflicts in one or more regions of the country?</li> </ul>	<p>4. The consultative group, in discussion with other stakeholders and the implementing organization(s), should conduct a risk assessment of factors that may constrain or block implementation of various aspects of the planned training and support activities. This effort can make use of existing risk assessments recently conducted by the government, international organizations and NGOs.</p>
<b>B. Monitoring and Evaluation</b>	
<p>1. What are the purposes of the programme monitoring and evaluation? More specifically:</p> <ul style="list-style-type: none"> <li>What precisely should be measured and assessed?</li> <li>Should the entire programme or specific components of the programme be monitored and evaluated?</li> <li>How many indicators are needed?</li> </ul>	<p>1. The consultative group, in discussion with other stakeholders (including potential beneficiaries), the implementing organization(s), and monitoring and evaluation specialists, should develop the monitoring and evaluation plan, which would address these issues.</p>
<p>2. At which moments (and intervals) should the programme monitoring and the programme evaluation be conducted?</p>	<p>2. The consultative group, in discussion with other stakeholders (including potential beneficiaries), the implementing organization(s), and monitoring and evaluation specialists, should develop the monitoring and evaluation plan, which would address these issues.</p>

Main issues to be addressed	Ways and means to address them
<p>3. Who should be involved in the programme monitoring and evaluation, with respect to:</p> <ul style="list-style-type: none"> <li>• Making decisions about monitoring and evaluation indicators and tools</li> <li>• Designing the technical approach for monitoring and evaluation</li> <li>• Collecting data collection</li> <li>• Analysing data</li> <li>• Interpreting findings and their implications for programme (re)design?</li> </ul>	<p>3. The consultative group, in discussion with other stakeholders (including potential beneficiaries), the implementing organization(s), and monitoring and evaluation specialists, should develop the monitoring and evaluation plan, which would address these issues.</p>
<p>4. What financial and human resources as well as what organizational arrangements are necessary for conducting the planned monitoring and evaluation activities?</p>	<p>4. The consultative group, in discussion with other stakeholders (including potential beneficiaries), the implementing organization(s), and monitoring and evaluation specialists, should develop the monitoring and evaluation plan, which would address these issues</p>

## Appendix C: Workshop Materials for Component 3

### Workshop Concept Note

#### Improving Teacher Support and Participation in Local Education Groups

#### Workshop on *Strengthening Teacher Capacity for Social Dialogue and Policy Reform*

#### Workshop concept note

##### I. Why strengthen teacher capacity for social dialogue and policy reform?

The participation of teachers and their representatives in social dialogue and policy processes is widely acknowledged as a key to effective and sustainable education sector reform and receives increasing attention in many parts of the world. It seems difficult indeed to address education challenges and take appropriate decisions on the employment and work of teachers without the latter having themselves a say in these processes.

However, the results from recent research and empirical observations suggest that teacher participation in the mentioned processes remains irregular and of limited influence in many instances. One of the frequently noted causes is the insufficient technical capacity among teachers and/or their representatives for policy analysis, social dialogue or evidence-based advocacy.

This in turn is largely due to a lack of training opportunities for teachers and their organizations in these areas. Even in countries where teacher unions organize capacity development activities for their members, these do not necessarily cover the extent and variety of training needs. Thus, further strengthening of teachers' overall capacity to participate in social and policy dialogue is required.

##### II. What does the project want to achieve?

The project's objective is to enhance the capacity of teachers and their organizations to participate effectively in social dialogue with national governments regarding policy that will ultimately enhance the effectiveness of teaching and thus the quality of education. In this respect, policy for effective teaching would aim to improve deployment, remuneration and working conditions of teachers, including those of contract teachers.<sup>20</sup>

The project is conducted by UNESCO in partnership with Education International (EI). The objectives of the overall project, which comprises three phases, cover three thematic areas:

- Improve technical and organizational capacity of teacher organizations to participate meaningfully in Local Education Groups (LEGs) (phase 1).
- Enhance teacher organizations' and governments' capacity to analyse and discuss issues of salary scales, working conditions and standards of practice (phase 2).
- Identify and pilot teacher in-service support mechanisms that promote teachers' effective engagement in social dialogue addressing teacher policy reform (phase 3).

The strengthening of teacher participation in the LEGs has been given some special attention in the project. LEGs were set up to coordinate foreign aid to education in alignment with a country's priorities and consultation with all major stakeholders. In many countries, LEGs indeed constitute groups with significant influence on education sector policy and planning and are therefore of strategic interest to teachers and their organizations.

More generally, and most importantly, the project

program. More information about GPE and GRA can be found on [www.globalpartnership.org](http://www.globalpartnership.org).

<sup>20</sup> The project is funded by the Global Partnership for Education (GPE) and is a project with both a global and regional focus under the Global Regional Activities (GRA)

aims to generate eventually innovative pathways for developing the capacity of all teachers (including non-tenured teachers) and their representatives in the areas of social dialogue and policy reform in the education sector.

### III. What is this workshop about? Central purpose and issues

This workshop is aimed at generating ideas and proposals for effective future in-service teacher training and support for strengthening teachers' overall capacity to participate in social and policy dialogue. In particular, the workshop activities will deal with the following central questions:

- Which areas of knowledge and skills are key or most relevant in view of effective teacher participation in social dialogue and education policy processes?
- What should be the profile of the main actors in decision-making on, and design of, training services addressing these capacity needs?
- What should be the profile of the main actors in the organization and implementation of such training services?
- What should be the profile of the beneficiaries or participants of these training and support activities?
- What would be the most appropriate types of training services (e.g. residential training, online training and support materials)?
- To what extent do national resources and capacity to respond to the identified training needs exist e.g. (in terms of budget, institutions and competent trainers)?
- What major challenges or obstacles (e.g. buy-in and coordinating bodies) need to be addressed for the effective organization of such training?

### IV. Who can participate?

Invitations will be sent to approximately 50 participants from a variety of groups involved in

social dialogue and/or policy processes in the education sector, in particular:

Teacher union leaders operating at national or regional/district levels.

- Organized and non-organized primary and secondary teachers with some experience in consultation or negotiation on education policies and/or teacher reform programmes at national or local levels.
- Professional staff from the Ministry of Education and Sports and the Education Service Commission involved in educational policy and plan preparation and/or involved in teacher development programme design and implementation.
- Senior managers and trainers from institutions in charge of training and support in areas related to social dialogue and educational policy and planning (e.g. educational policy analysis and educational management and administration).
- Development partners, non-governmental and private organizations involved in education sector policy and/or teacher development.

### V. What are the expected workshop results?

Based on the workshop activities (which are described below in section VI), it is expected that:

- Participants will acquire or consolidate a set of relevant knowledge and skills to contribute effectively to future proposals and projects for enhancing teacher capacity in social dialogue and education policy and planning, in particular, knowledge and skills for:

- Critical reflection about the main existing capacity gaps (in terms of knowledge and skill areas) among teachers and their organizations to participate effectively in social dialogue and policy processes.
- Prioritizing areas and beneficiaries of necessary capacity development activities in the near future.
- Identifying promising types of training for addressing the capacity gap.
- Assessing existing national institutional capacity to provide the desirable training.
- Working in professionally heterogeneous groups.
- Synthesizing workshop conclusions and outlining a draft proposal for a Guiding Framework/Tool for Capacity

- The workshop will generate a draft proposal for a national training framework to enhance teacher capacity in the mentioned areas.

The proposed Guiding Framework/Tool for Capacity Development will provide guidance to all those involved (e.g. teacher representatives, ministry and education sector planning staff, and development partners) in preparing, and advocating for, national strategies or specific training programmes aimed at strengthening teacher capacity to participate in social dialogue and education policy and planning processes.

#### VI. How are we going to work towards these results?

Achieving the expected results will require

intensive work during the workshop, and also some preparation and follow-up.

### Before the workshop

For effective participation in the workshop, participants are asked to read the following materials, which will be provided to them in advance:

- (i) The current Workshop Concept Note
- (ii) A Note on Individual Preparation for the Workshop
- (iii) A country background report summarizing the conclusions of a former exploratory group discussion on the training needs for enhanced teacher participation in social dialogue.

### During the workshop

Presentations and discussions in plenary will alternate with work in small groups. They will be organized in three major steps:

- (i) Identifying training needs to be addressed to strengthen teacher participation in social and policy dialogue.
- (ii) Stocktaking of existing capacity and experience in continuous training and support for teachers (and their representatives) in these and related areas.
- (iii) Outlining a draft proposal for a Guiding Framework/Tool for Capacity Development for future continuous training and support for strengthening teacher participation in social dialogue and policy processes.

### After the workshop

After the workshop, the draft *Guiding Framework/Tool for Capacity Development* will be finalized by the coordinating UNESCO expert and circulated among participants for further comments and suggestions;

## Workshop Agenda

### Improving Teacher Support and Participation in Local Education Groups

#### Workshop on *Strengthening Teacher Capacity for Social Dialogue and Policy Reform*

#### Provisional agenda

Venue, Date

Day 1: Morning	
08:00	Registration
8:30	Welcome remarks and official opening of the workshop
9:00	<b>Introduction to the context and objectives of the workshop</b> <ul style="list-style-type: none"> <li>• Introduction of participants</li> <li>• The workshop in the context of relevant UNESCO work on teacher policy and social dialogue</li> <li>• Specific context and objectives of the workshop</li> </ul>
9:30	<b>Session 1: <i>Identifying training needs to be addressed to strengthen teacher participation in social dialogue and education policy processes</i> (in plenary)</b> <ul style="list-style-type: none"> <li>• Presentation of the results of previous research on this issue</li> <li>• Discussion</li> <li>• Presentation of Activity No 1</li> </ul>
10:30	Coffee break
10:45	<b>Activity No 1: <i>Identifying training needs related to teacher participation in social dialogue and education policy</i> (in groups)</b>
12:30 – 14:00	Lunch break
Afternoon	
14:00	Presentation and discussion of the results of Activity/Group Work No 1 (in plenary)
14:45	Synthesis of Session 1 (in plenary)
15:00	<b>Session 2: <i>Stocktaking of existing capacity to provide training in social dialogue and education policy</i> (in plenary)</b> <ul style="list-style-type: none"> <li>• Presentation of the session's objectives and working methods</li> <li>• A view of training capacity in social dialogue and education policy (short presentation by local facilitator)</li> <li>• Discussion</li> <li>• Synthesis of Session 2</li> </ul>
16:15	Coffee break

<b>16:30</b>	<p><b>Session 3: Towards a national framework for training and support to strengthen teacher capacity for social dialogue and education policy</b></p> <ul style="list-style-type: none"> <li>• Presentation of the session's objectives and working methods (in plenary)</li> <li>• Group work (in 3 groups)</li> </ul>
<b>18:00</b>	<b>Discussion of open questions on the finalization of the group work (in groups)</b>
<b>Day 2: Morning</b>	
	<p><b>Session 3: Towards a national framework for training and support to strengthen teacher participation in social dialogue and education policy, continued (in groups)</b></p> <ul style="list-style-type: none"> <li>• Discussion and finalization of group reports</li> </ul>
<b>10:45</b>	Coffee break
<b>11:00</b>	Presentation and discussion of group reports (in plenary)
<b>12:30</b>	Lunch break
<b>Afternoon</b>	
<b>14:00</b>	Presentation and discussion of group reports, continued (in plenary)
<b>15:30</b>	Towards a national framework for training and support to strengthen teacher participation in social dialogue and education policy – Conclusions
<b>15:45</b>	Official closing of the workshop
<b>16:00</b>	Farewell tea

## Pre-Workshop Preparatory Exercise

### Improving Teacher Support and Participation in Local Education Groups

#### Workshop on Strengthening Teacher Capacity for Social Dialogue and Policy Reform

#### Instructions for individual preparation for the workshop

We are pleased to welcome you as a participant in this workshop! The background, objectives and contents of the workshop are explained in the Workshop Concept Note and draft Agenda.

The purpose of the workshop is to develop a national framework and set of guidelines for training and supporting teacher participation in social dialogue and education policy reform. In order to achieve this aim, we will work together in a number of informative sessions and practical exercises. The progress and success of our work will depend to a significant extent on the individual contributions each of you make. Therefore, we kindly ask you to take a little bit of time to prepare for the workshop.

In this document, you will find two exercises:

Exercise No. 1 asks participants to identify training needs related to teacher participation in social dialogue and education policy reform, and Exercise No. 2 is a stocktaking exercise of existing capacity in providing training and support for teachers and their organizations in relevant areas of social dialogue and education policy reform. Each of the questions listed on the two sheets should as far as possible be addressed by:

- a) Indicating the relevant information that you could gather in the form of documents (please bring these with you to the workshop) or obtain orally
- b) Summarizing your views on the issue in telegraphic style (1 or 2 paragraphs relating to each question).

We invite you to gather information related to the listed questions because we would like to base our workshop discussions as much as possible on facts, in other words, a grounded situational assessment. However, if you do not have access to the requested information under part A of each question, you may go directly to part B. You may

enter your responses directly in this document underneath each question or at the very end. For the purposes of this workshop, we use the following definitions:

Social dialogue is defined by the International Labour Organization (ILO) to include all types of negotiation, consultation or simply exchange of information between, or among, representatives of governments, employers and workers, on issues of common interest relating to economic and social policy. Training related to social dialogue is generally aimed at developing negotiation skills and knowledge about economic (e.g. remuneration) and social policy issues around which social dialogue is centred. Education policy as defined in this project relates to government policymaking in the educational sphere. It can involve the participation of representatives of teachers and other stakeholder groups at different policy phases, such as situational assessment, formulation of strategies, programme and project design, management and evaluation. Training related to education policy aims to foster knowledge and skills for effective participation in the mentioned policy phases.

Your preparatory work will constitute a major basis for the workshop activities. It will help you to participate effectively and efficiently in the sessions and provide useful inputs for our common work towards the central workshop objective. Thank you in advance for your kind cooperation!

#### Exercise No. 1

#### Identifying training needs related to teacher participation in social dialogue and education policy reform

1. How would you assess the current provision of training for teachers related to social dialogue in your country?
  - a) Information on (or estimate of) the share or number of primary and secondary teachers (distinguishing public and private sector, as well as permanent and non-permanent teachers, if possible) having received such training. List relevant documents or information sources.
  - b) Do you think that more and other groups

of teachers should receive training related to social dialogue? For example, should non-unionized and/or non-permanent (contract/temporary) teachers need to be considered for such training? Please explain your viewpoint.

2. How would you assess the current provision of training for teachers related to education policy reform?

a) Information on (or estimate of) the share or numbers of primary and secondary teachers (distinguishing public and private sector, as well as permanent and non-permanent teachers, if possible) having received such training. List relevant documents or information sources.

b) Do you think that more and other groups of teachers should receive training related to education policy? For example, should non-unionized and/or non-permanent (contract/temporary) teachers need to be considered for such training? Please explain your viewpoint.

3. To what extent do (i) teachers in your country and (ii) their representatives currently receive training related to social dialogue and education policy reform that is relevant and of good quality?

a) Information on topics/areas, length and regularity of such training. List relevant documents or information sources.

b) What do you think are the neglected relevant knowledge and skill areas in the current training offer? Do you feel that there is often disappointment with the training methods or the type or level of knowledge and skills actually acquired in the training provided? Should there be more adaptation of training related to social and policy dialogue to meet the specific needs of teachers at decentralized or local levels? Please explain.

**Exercise No. 2**

**Stocktaking of existing capacity to provide training and support for teachers and their organizations in relevant areas of social dialogue and education policy reform**

1. Which organizations (including unions, ministries, universities, teacher training institutions, development partners, NGOs, etc.) currently provide training for teachers related to (i) social dialogue and/or (ii) education policy reform?

a) Information on the main training providers and the training area/topic offered. You may use the following table to summarize your answer:

Name of training provider Area/topic of training provided

Name of training provider	Area/topic of training provided

b) What do you think are their main assets or strengths in providing such relevant training (e.g. competent teaching staff, good knowledge of teachers' issues and work context, good organizational and logistic capacity, etc.)? You may use the following table to summarize your answer:

Name of training provider Main assets/strengths

Name of training provider	Main assets/strengths

2. What are the main weaknesses characterizing the current training offered for teachers related to social and policy dialogue (e.g. insufficient quantitative capacity to train more teachers in the relevant areas, inadequate thematic focus and/or learning methods, lack of subject expertise or pedagogical skills of trainers, shortcomings in the selection of participants, organizational weaknesses, etc.)?

a) Information demonstrating such weaknesses? (List relevant evaluation reports and other information sources).

b) What are in your own view the three most crucial shortcomings characterizing the current training offer for teachers in view of their effective participation in social and policy dialogue? Explain each shortcoming in a few sentences.

## Workshop Activity No. 1

### Improving Teacher Support and Participation in Local Education Groups

#### Workshop on *Strengthening Teacher Capacity for Social Dialogue and Education Policy*

#### Practical activity no 1

#### *Identifying training needs related to teacher participation in social dialogue<sup>21</sup> and education policy<sup>22</sup>*

#### Instructions:

- Designate a group member in charge of taking notes and presenting the summary of the group discussion in plenary.
- Brainstorm (in groups of 10 to 15) and summarize (in telegraphic style) the main responses to the questions listed below using a flipchart or projector. Stick as far as possible to the timing indicated for each question.
- The designated group member presents in plenary a summary of the group discussion results (using the flipchart notes or a typed summary note shared via a projector).

#### A. Training related to social dialogue

1. Who among the teaching staff receives training related to social dialogue in your country? (Time to be devoted to this question: 5–10 minutes)
  - a) Members of teacher organizations/unions and others alike? Please comment.
  - b) Primary and secondary teachers

alike? Please comment.

- c) Public and private school teachers alike? Please comment.
- d) Permanent and non-permanent teachers alike? Please comment.
- e) Teachers in urban and rural areas alike? Please comment.

2. Which of these groups of teachers should be more considered for training related to social dialogue? Why? Please give comments. (Time to be devoted: 5–10 minutes)
3. Which other staff concerned by teacher matters (e.g. school principals, ministry officials, public service commission, district and local officials, etc.) need more training in social dialogue? Why? Give comments. (Time to be devoted: 10 minutes)
4. In which knowledge and skill areas do you think that (i) teachers in your country, and (ii) their representatives need training related to social dialogue? Give comments. (Time to be devoted: 10 minutes)

#### B. Training related to education policy

1. Who among the teaching staff receives training related to education policy in your country? (Time to be devoted to this activity: 5–10 minutes). Please comment.
  - a) Members of teacher organizations/unions and others alike?
  - b) Primary and secondary teachers alike?
  - c) Public and private school teachers alike?

<sup>21</sup> Social dialogue is defined by the ILO to include all types of negotiation, consultation or simply exchange of information between, or among, representatives of governments, employers and workers, on issues of common interest relating to economic and social policy. *Training related to social dialogue* is generally aimed at developing negotiation skills and knowledge about economic (e.g. remuneration) and social policy issues (e.g. working conditions, welfare, social rights, etc.) around which social dialogue is centered.

<sup>22</sup> Education policy as defined in this project relates to government policymaking in the educational sphere. It can involve the participation of representatives of teachers and other stakeholder groups at different policy stages: situational assessment, formulation of strategies, programme and project design and management, evaluation, etc. *Training related to education policy* aims to foster knowledge and skills required for effective contribution to or participation in the mentioned policy stages/areas.

- d) Permanent and non-permanent teachers alike?
  - e) Teachers in urban and rural areas alike?
2. Which of these groups of teachers should be more considered for training related to education policy? Why? Please give comments. (Time to be devoted: 10 minutes)
  3. Which other staff concerned by teacher matters (e.g. school principals, ministry officials, public service commission, district and local officials, etc.) need more training in education policy? Specify and comment. (Time to be devoted: 10 minutes)
  4. In which knowledge and skill areas do you think that (i) teachers in your country, (ii) their representatives, and (iii) other staff concerned with teacher matters need training related to education policy? Please comment. (Time to be devoted: 10 minutes)

the current state of teacher participation in social dialogue in your country's education sector, and summarize the results of your discussion.

- Assess the current provision of teachers and their representatives with training and support relating to social dialogue (with particular reference to the conclusions from Workshop Session 2).
- Discuss and make (in telegraphic style) suggestions for extended and better future training and support for enhancing teachers' participation in social dialogue in your country.

You may wish to present your summary group responses to the guiding questions by adapting the grids suggested in the Annex.

## Workshop Activity No. 2a

### Improving Teacher Support and Participation in Local Education Groups

#### Workshop on *Strengthening Teacher Capacity for Social Dialogue and Education Policy*

#### Practical activity no 2a

#### *Towards a National Framework for Training and Support to Strengthen Teacher Participation in Social Dialogue and Education Policy*

#### Instructions for group 1 (focus: social dialogue)

The central objective of your group work is to come up with a suggested framework for future in-service training and support that can help strengthen teacher participation in social dialogue in your country's education sector.

In order to attain this objective, you are invited to go through two major steps (Taking Stock and Formulating a Framework) and follow a number of Guiding Questions (taking the respective timing into account).

In particular, you should

- Undertake a very brief brainstorming on

## Step 1. Taking Stock

### Guiding questions

1. What is the current state of teacher participation in social dialogue in the education sector: its extent, main areas of dialogue, estimated teacher influence and main hindrances? (Timing: 15 minutes)
2. How do you assess the current provision of training and support for teacher participation in social dialogue? (Timing: around 30 minutes)
  - 2.1 In-service/continuous training in areas related to social dialogue. (Timing: 15 minutes)
    - a) In which related knowledge and skill areas is training provided?
    - b) Who designs and organizes the training?
    - c) Who/which 'categories' of teachers (e.g. representatives of teacher unions/associations, unionized or non-unionized, primary and secondary, permanent and non-permanent, public and private sector teachers, etc.) and which other stakeholders (e.g. ministry staff,

- district education officers, etc.) participate in such training? Which relevant groups do not benefit from such training?
- d) To what extent are there quantitative shortages in the training provided?
- e) What are the main qualitative shortcomings characterizing such training?
- 2.2 Other support related to participation in social dialogue provided (e.g. information, guidance, etc.). (Timing: 15 minutes)
- a) Type of support (e.g. information, guidance materials or services, etc.)
- b) Who receives such support?
- c) Is such support regularly available?
- d) To what extent is such support relevant and of good quality?
- training and support in the mentioned area?
- b) What can the government, regional and district offices and other stakeholders (e.g. Local Education Group or specific development partners or NGOs, etc.) do to extend and/or improve the training offer in this area? At which concrete occasions (e.g. new education or public sector reform programmes, teacher reforms, consultations at provincial/district/local levels, etc.) can this be done?
- c) How can bottom-up and horizontal communication and coordination in this process be organized (e.g. new procedures and/or coordinating units or committees needed, etc.)?
3. Who should be the main beneficiaries of such training (please rank them by order of priority). (Timing: 10 minutes)
4. Who (i.e. which specialized training institutions and/or departments/centres of universities, teacher unions, development partners, ministry of education, etc.) should design and who should organize which specific training programmes in this area? (Timing: 10–15 minutes)
5. What needs to be done to develop adequate training capacity in the area (e.g. more and/or better trainers, create new or further develop existing special training institutions or programmes for the purpose, etc.)? (Timing: 15 minutes)
6. What kind of additional support (e.g. information materials or websites, guidance services, self-learning materials, etc.) should be provided in the future? For which beneficiaries? By whom? (Timing: 10 minutes)
7. From which sources could financial and other support for such training be provided? (Timing: 10 minutes)

## Step 2. Formulating a National Framework for Future Training and Support to Strengthen Teacher Participation in Social Dialogue

### Guiding questions

Towards better future training and support related to teacher participation in social dialogue

1. Which should be the priority training areas/topics in view of strengthening teacher participation in social dialogue? (Timing: 15–20 minutes)
2. By whom and how should decisions on the training offered in this area be taken (e.g. training topics, type, beneficiaries, etc.)? (Timing: 20–30 minutes)
  - a) Who/which teacher categories or representatives and which other stakeholders (e.g. government institutions, non-governmental organizations, etc.) should take part in the process of formulating a national programme for teacher

**ANNEX: Grids for summarizing the main responses of Group 1 (Focus: Social Dialogue)**

Grid No 1: Current state of teacher participation in social dialogue in the country’s education sector

	Assessing the participation of teachers and of teacher unions	Main areas of dialogue	Estimated actual influence	Main hindrances	Comments
Teacher unions/ Associations					
Non-unionized teachers					

Grid No 2. Current provision of training and support for teacher participation in social dialogue

Main topics/areas of existing training on social dialogue	Who designs and organizes the training programmes (by major programme)?	Who participates in the respective programmes (by major programme)?	Shortcomings in the quality of provided training (relevance, duration, learning outcomes, etc.)	Comments on other types of existing support (guidebooks, etc.)	Main topics/areas of existing training on social dialogue

Grid No 3. Future training and support related to teacher participation in social dialogue

Main topics/areas of future training	Decision-making (responsible and consulted actors, structures, procedures, etc.)	Who should benefit?	Who should design and organize future training?	How to enhance training capacity?	Additional teacher support in this area to be provided.	Funding and other support sources for such training.

**Workshop Activity No. 2b**

**Improving Teacher Support and Participation in Local Education Groups**

**Workshop on *Strengthening Teacher Capacity for Social Dialogue and Education Policy***

**Practical activity no 2b**

***Towards a National Framework for Training and Support to Strengthen Teacher Participation in Social Dialogue and Education Policy***

**Instructions for group 2 (focus: education policy)**

The central objective of your group work is to

come up with a suggested framework for future in-service training and support that can help strengthen teacher participation in education policy in your country.

In order to attain this objective, you are invited to go through two major steps (Taking Stock and Formulating a Framework) and a number of Guiding Questions.

In particular, you should:

- Undertake a brief brainstorming on the recent and current situation as regards to teacher participation in education policy.
- Draw and summarize conclusions from Workshop Session 2 on the current

provision of teachers and their representatives with training and support relating in particular to education policy.

- Discuss and make (in telegraphic style) suggestions for better future training and support related to teacher participation in education policy.

You may wish to present your summary group responses to the guiding questions by adapting and using the grids suggested in the Annex.

## Step 1. Taking Stock

### Guiding questions

1. What is the current state of teacher participation in education policy in your country: degree of participation, main policy areas concerned, estimated influence, and main obstacles (Timing: 15 minutes)
2. How do you assess the current provision of training and support for teacher participation in education policy?
  - 2.1 In-service/continuous training in areas related to education policy (Timing: 15 minutes)
    - a) In which related knowledge and skill areas is training provided?
    - b) Who designs and organizes the training?
    - c) Who/which 'categories' of teachers (e.g. representatives of teacher unions/associations, unionized or non-unionized, primary and secondary, permanent and non-permanent, public and private sector teachers, etc.) and which other stakeholders (e.g. ministry staff, district education officers, etc.) participate in such training? Which relevant groups do not benefit from such training?
    - d) To what extent are there quantitative shortages in the training provided?
    - e) What are the main qualitative shortcomings characterizing such training?

2.2 Other support related to participation in education policy provided (e.g. information, guidance, etc.). (Timing: 15 minutes)

- a) Type of support (e.g. information, guidance materials or services, etc.).
- b) Who receives such support?
- c) Is such support regularly available?
- d) To what extent is such support relevant and of good quality?

## Step 2. Formulating a National Framework for Future Training and Support to Strengthen Teacher Participation in Education Policy

### Guiding questions

Towards better future training and support related to teacher participation in education policy

1. Which are the priority training areas/topics in view of strengthening teacher participation in education policy? (Timing: 15–20 minutes)
2. By whom and how should decisions on the training offered in this area (e.g. training topics, type, beneficiaries, etc.) be taken? (Timing: 20–30 minutes)
  - a) Who/which teacher categories or representatives and which other stakeholders (e.g. government institutions, non-governmental organizations, etc.) should have the responsibility of decision-making, and who/which categories or institutions should be consulted in the process?
  - b) What can the government, district offices and other stakeholders (e.g. Local Education Group or specific development partners or NGOs, etc.) do in order to extend and/or improve the training offered in this area? At which concrete occasions (e.g. new education sector reform programmes, teacher reforms, consultations at

- provincial/district/local levels, etc.)  
can this be done?
- c) How can bottom-up and horizontal communication and coordination in this process be organized (e.g. new procedures and/or coordinating units or committees needed, etc.)?
  3. Who should be the main beneficiaries of such training? (please rank them by order of priority) (Timing: 10 minutes)
  4. Who (i.e. which specialized training institutions and/or departments/centres of universities, teacher unions, development partners, ministry of education, etc.) should design and who should organize which specific training programmes in this area? (Timing: 10 – 15 minutes)
  5. What needs to be done to develop adequate training capacity in the area (e.g. more and/or better trainers, create new or further develop existing special training institutions or programmes for the purpose, etc.) (Timing: 15 minutes)
  6. What kind of additional support (e.g. information, guidance services and materials, etc.) should be provided in the future? For which beneficiaries? By whom? (Timing: 10 minutes)
  7. From which sources could financial and other support for such training be provided? (Timing: 10 minutes)

**ANNEX: Grids for summarizing the main responses of Group 2 (Focus: Education Policy)**

Grid No 1. Current state of teacher participation in education policy in your country

	Degree of participation in education policy processes	Main education policy areas concerned by participation	Estimated actual influence	Main hindrances of effective participation	Comments
Teacher unions/ Associations					
Non-unionized teachers					

Grid No 2. Current provision of training and support for teacher participation in education policy

Main topics/areas of existing training	Who designs and organizes the training programmes (by major programmes)?	Who participates in the respective programmes (by major program)?	Shortcomings in the quality of training provided (relevance, duration, learning outcomes, etc.)	Comments on other support for teachers in this area	Main topics/areas of existing training

Grid No 3. Future training and support related to teacher participation in education policy

Main topics/areas of future training	Decision-making (responsible and consulted actors, structures, procedures, etc.)	Who should benefit?	Who should design and organize future training?	How to enhance training capacity?	Additional teacher support in this area to be provided.	Funding and other support sources for such training.

## Template for Drafting the Final Workshop Report

### Improving Teacher Support and Participation in Local Education Groups

#### Template for Final Country Reports Presenting the Results of the Survey and Workshop on

#### *Strengthening Teacher Capacity for Social Dialogue and Education Policy*

##### General Remarks

The final country reports should summarize in a concise and integrated manner the main results and conclusions of:

- The survey on “Training for enhanced teacher participation in social dialogue and education policy” conducted in the respective country (in 2014 or 2015).
- The discussions and activities held at the workshop organized in early 2017 to extend and deepen the analysis and make suggestions for a framework for future action in this area .

A proposal concerning the structure and main contents of the final reports by country is made hereafter. It is meant as a guiding tool but should not straightjacket the authors of the country reports who will have to take certain particularities of the survey and workshop results, additional background information etc. into account.

##### Suggested Structure and Main Content Items

1. Background and purpose of the report
  - Short presentation of the project (see the draft survey report already prepared for the workshop).
  - Overview of the contents of the report and the main information sources (survey, workshop discussions, maybe additional background documents) on which it is based.
2. Contextual Features (briefly)
  - ‘Landscape’ of teacher representation (diversity/unity of teacher unions and

associations; strength of union membership; representation of private education sector etc.).

- Legislative and regulatory framework for social dialogue in the education sector.
  - Recent practice of teacher participation in social dialogue and education policy.
  - Perceived challenges/issues related to the previous points, if any.
3. Current supply of training and support related to teacher participation in social dialogue and education policy
    - Which institutions offer training and support in (i) social dialogue and (ii) education policy?
    - What is the current role and capacity of teacher training institutions in these fields?
    - Regularity/institutionalization of this training offering.
    - Groups having access to such training (union leaders only or also other teacher categories? Which ministry staff and education management staff at decentralized levels?)
  4. What needs to be done to enhance teachers’ capacity for participation in social dialogue and education policy? Under this section, the main proposals for future action emerging from the survey and the workshop are summarized, in particular:
    - 4.1 Priority areas of training and support.
    - 4.2 Which training and support for whom?
      - Main directions (suggested training of teacher representatives at central level/at decentralized level; training and support related to social dialogue and education

policy of other teacher categories; role and/or suggestion for training of trainers etc.).

- Institutional and financial issues related to preparing and

financing future action in the area

5. Open issues: Relevant issues emerging from the analysis which might require further exploration, clarification, attention, etc.

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# Improving teacher support and participation in Local Education Groups

Funded by the Global Partnership for Education and jointly implemented by UNESCO and Education International, “Improving Teacher Support and Participation in Local Education Groups,” aimed to build a participatory approach to education sector planning by removing barriers among teachers, teacher organizations, and national governments.

The project provided training to teachers, teacher educators, teacher association representatives, and government officials in ten beneficiary countries across Africa (Democratic Republic of Congo, Cote d’Ivoire, Liberia, Gambia, Benin, Mali, Senegal, and Uganda), Asia (Nepal), and Latin America and the Caribbean (Haiti).

The training focused on building knowledge and skills in 'social dialogue' with national governments so teachers can more effectively participate in education policy processes that affect their working conditions, effectiveness, and the profession in general.

## Stay in touch



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