Education International Research

Teacher professional development and curriculum: Enhancing teacher professionalism in Africa

Yusuf Sayed & Eva Bulgrin

June 2020

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With the support of the
Open Society Foundations

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Cover picture: AdobeStock/ Hugh Sitton

Published by Education International - June 2020
ISBN: 978-92-95109-95-7 (PDF)

Acknowledgements:

This report was commissioned by Education International (EI) with the support of the Open Society Foundations (OSF) for the symposium on Teacher Professionalism and Curriculum in Africa that took place on 14-15 October, 2019, in Accra, Ghana. Professor Yusuf Sayed and Dr Eva Bulgrin conducted the case studies on teacher professionalism and curriculum in five case countries: the Democratic Republic of the Congo (DRC), Ethiopia, Malawi, Mozambique, and South Africa.

Special thanks goes to the research participants of these case countries; notably one teachers' union member and several government officials. The knowledge and expertise of these informants were invaluable to understanding the interrelationship between curricular reforms and the professional development of teachers in the respective case countries. They are sincerely thanked for their precious contributions.

We would like to thank Dierdre Williams from OSF and Martin Henry from EI for their critical feedback and support for this report.

Foreword

The relationship between student and teacher is central to the learning process. This deep interconnection and the centrality of the teacher to supporting and enabling student learning is what prompted the partnership between Education International and Open Society Foundations to launch a three-year seminar series on the Future of the Teaching Profession in Africa.

We were interested in the ways in which teachers could be made true partners and function as agents of change in the decisions that affect their abilities to effectively support student learning. In their daily work teachers essentially execute a series of professional judgments within complex and context-specific environments. They exercise professional judgement in deciding what to ask, how to pace things, and how to respond to the complexity of what is happening in the classroom in real time. Valuing this professional judgment requires us to include teachers' perspectives in educational policy development, implementation, monitoring and evaluation. Listening to and including teachers' perspectives in these processes requires deep and sustained engagement between governments and teachers through their representative organisations.

Much of the writing and research on teacher autonomy and teacher professionalism relates to Global North contexts. For us, the focus on Africa it was intentional to centre voices and experiences from the Global South. This led us to bring together teacher unions and governments from a number of countries in Africa to discuss a range of issues relating to the future of the teaching profession on the Continent.

This paper was prepared by Professor Yusuf Sayed and Eva Bulgrin as part of the input and the basis of the keynote address at the second seminar on the Future of the Teaching Profession in Africa, held in Cape Coast Ghana in October 2019. It is based on interviews with union leaders and officials from Ministries of Education. Sayed and Bulgrin provide a clear and uncompromising vision of how education can work and compares the approach across ten African countries. Curriculum, as Sayed and Bulgrin say, should not arrive like thunder. It should be developed around a consensus between teachers and their unions, academics with the relevant expertise, and government officials so that every student develops to their full potential. This can only happen when teachers are trusted and supported to grow

their professionalism and sharpen their pedagogy to reach every child. This requires strong initial teacher education supported by regular Continuous Professional Learning and Development throughout a teacher's career.

While this report was written before the COVID-19 pandemic struck, the changes advocated here are necessary now more than ever. Curricula disconnected from teacher professionalism have no chance of navigating the ever-increasing range and scale of disruptions that disproportionately affect the African continent. From climate change to health, future education systems need to trust the professionalism and expertise of the frontline workers in education, the teaching professionals, to advise and to make the decisions necessary to keep students learning and engaged.

To do this teacher professionalism must be strengthened by ensuring teachers are in control of their standards, are supported by robust qualifications and are learning throughout their careers with good quality Continuous Professional Learning and Development and professional autonomy.

David Edwards
General Secretary
Eduaction International

Hugh McLean
Director: Education Support Program
Open Society Foundations

Overview of report

This report is a comparative study on teacher professional development in relation to curriculum. The review is framed by a focus on the interrelationship between teacher professional development and curriculum, seeking to understand the relationship between **teacher professionalism** and **curriculum in Africa** by investigating 10 selected countries covering primary and lower secondary schooling. The analysis of the profile countries, based on questionnaires, provided an overview about policy processes, the curricula framework, pre-service and in-service teacher education, and the policy gaps in 10 different countries, namely Burkina Faso, Ivory Coast, Kenya, Madagascar, Malawi, Mozambique, South Africa, Uganda, Zambia, and Zimbabwe. For *major policies*, *policy processes*, and *policy gap*, a trend across francophone, anglophone, and lusophone countries shows that the project-based approach to continuous professional development (CPD) through donor funding is neither systematic nor sustainable. For *curricular frameworks*, the competency-based teaching (CBT) approach appears to predominantly inform the curriculum across all three categories of countries. Finally, for *initial teacher education* (ITE), *CPD*, and *teacher support*, it can be stated that francophone countries rely on a support system at the deconcentrated and school level, while anglophone countries favour a cascade training model.

Key themes and findings

Policy processes

Curriculum delivery, particularly in cases where curriculum undergoes major revision, requires effective and meaningful involvement and rigorous participation of teachers. Overall, it can be stated that teacher engagement is marked by an absence of meaningful involvement and lacks appropriate and robust mechanisms for ensuring sustained involvement in policy formation. Social dialogue has the potential to involve various actors in the policy-formulation process beyond formal structures. However, most often, policy-formulation processes take place within formal structures. Moreover, teacher education providers are key agents in curricula development. The limited participation of such providers diminishes their important voice in any process of curriculum revision and implementation.

Curriculum frameworks

A key aim of this study was to better understand the nature, focus, and context of the curricula for basic education across diverse country contexts. From the review, a few key themes emerged, such as global policy borrowing, aligning curriculum reform and the professional development of teachers, and silences in the curricular frameworks. Overall, it can be stated that all curricula frameworks resonate with broad global trends, such as the skills to function effectively in the 21st century.

Each case country was at a different stage in the curriculum-delivery process. These stages can be analytically captured as including, firstly, those countries that are in the process of a major review of the curriculum with a view to substantive revision. The second stage comprises countries that have undertaken major curricula revisions and are presently focused on delivering the curriculum more effectively. The third stage includes countries that, based on an existing national curricula framework, are modifying or revising aspects of the curriculum to address identified gaps or omissions.

Across all the curriculum frameworks there is a drift towards "child-centred education" to some degree. Child-centred education can be understood as distinct from what might be conceived as teacher-centred education or, alternatively, the idea of curriculum as context. Central to the idea of "context" is relevance.

What emerged as critical from this study is that the professional development of teachers, notably ITE and CPD, is not aligned to curricular reforms. In many instances, curriculum change is intense and frequent, while professional development flounders, neglected and insufficiently integrated into the planning of curricula changes. The problem of alignment can partially be found in the lack of meaningful involvement of teachers and their unions as well as teacher education providers in policy determination and discussions concerning curriculum.

Another crucial point in curriculum delivery is assessment. Across the diverse country contexts, the forms of assessment, particularly in places where the focus is on assessment of learning (AoL), thwart and frustrate teachers' efforts to engender a more dialogic classroom space. It is therefore necessary to ensure that curricula frameworks pay attention to assessment, and in particular, to assessment for learning (AfL). Where countries have sought to introduce AfL, the identified problems relate to teacher beliefs and capacity to implement a national assessment and examination system, which makes it difficult to realise the full potential of such an approach.

Another issue apparent across country contexts concerns the availability of sufficient learning resources to ensure that teachers and learners can engage with the curriculum fully and effectively. At a basic infrastructural level, any curriculum should ensure that every learner has access to key resources and textbooks for the multiple subjects and learning areas that comprise the curriculum. Because of the diversity of country contexts, however, questions arose in terms of responsibility for the production and distribution of such learning resources and textbooks, e.g. government versus non-government providers.

Finally, the review of curricula and learning resources revealed silences, such as for environmental education and peace and conflict reconciliation. The case study countries presently have or had experienced fragility of their political system, and like many other low-income countries, are disproportionately affected by the effects of climate change. However, there are only a few good practices in some country contexts whereby the curricula address environmental or peace concerns.

Teacher professional development

Successful curriculum delivery requires teachers who are capable, committed, motivated, and supported. While different countries have focused on teacher development, as the review suggests, the development remains patchy and uneven. Several salient aspects emerged, however, with relevance to teacher professional development. For example, teacher professional development needs in general, and specifically in terms of delivery of curriculum, are often insufficiently accounted for in the planning process. Moreover, the school should be the principal learning site for the professional development that teachers receive in support of effective curriculum delivery.

Furthermore, teachers evidently lack trust in the system of "needs assessment" and diagnosis, as it is unclear what purposes the systems serve and how the information is to be used. Therefore, to bolster teacher trust, systems that identify teacher professional development should not be restricted to teacher performance and evaluation systems, but should privilege the function of development over and above that of appraisal.

Another crucial insight from this study is the misalignment between ITE and CPD. It is imperative that governments encourage holistic teacher policies and professional development frameworks that integrate the ITE and CPD of teachers. One drawback, however, is the insufficient impact assessment of professional development measures. As such, it is difficult to determine the efficacy of professional development for effective

curriculum delivery. To this end, it is necessary to establish monitoring and evaluation systems that track the efficacy of the professional development for teachers.

The widespread and generalised (over)use of the cascade model and the "training-of-trainer" approach as the default mode for training teachers in general, including for curriculum delivery, is another concern that emerged from this study. Across all country contexts, there is sharp dissatisfaction with this model at multiple levels, including coverage, inadequacy, and resourcing. The cascade model is not particularly effective when it comes to curriculum delivery to amend classroom pedagogical practices. The better alternative is a dialogic model of professional development rooted in the existing realities of teaching and offering on-site classroom support.

Finally, technology for professional development concerning curriculum delivery is raised as a possible solution to the challenges of access and coverage. However, technological effectiveness relies heavily on the necessary infrastructural conditions, such as access to and the availability of computers and the Internet, as well as on the capacity of providers of teacher professional development and the teachers themselves to harness these new forms of technology.

Lessons learned

Drawing from the key review themes and challenges discussed in the previous section, four possible options for change and action are offered to enhance teacher professionalism in delivering curriculum effectively and ensuring equitable and quality learning for all, particularly for the marginalised.

Creating a vision and agreed framework about curriculum

A successful curriculum framework, underpinned by a shared, consensual vision, is critical for equitable and quality education for all. Such a vision must address knowledge that is deemed desirable, the development trajectory of the country, and that which is valued and meaningful within each country's educational system. A powerful vision of what the curriculum seeks to achieve should motivate and animate the writing of the desired syllabi, the textbooks and learning resources produced, the professional development opportunities made available to all teachers, and the ways in which learning is organised in schools.

"New paradigm" of professional development for effective curriculum delivery

A new approach to professional development is needed – one which conceives of development as "learning". Framing professional development as learning privileges the idea of teachers as members of a profession worthily engaged in continuous development of skills and knowledge throughout their professional career. This frames development as within the agency of teachers who not only identify what they need, but also what is appropriate to their own learning.

Holistic curriculum reform and implementation

- *Pacing curriculum reform and modification*: Where curriculum reforms are undertaken, they need to be paced such that necessary systems, procedures, and awareness are in place prior to reform.
- *Backward mapping*: Conception of policy and practice in which teaching and learning in the classroom are given precedence in terms of how policy is framed.
- *Addressing the curriculum-professional development time lag*: Efforts for curriculum reform should be planned in such a way that implementation is intentionally paced and, in some instances, even delayed until the necessary foundational conditions have been met.
- *Policy communication*: Clearly explaining what curriculum is about is a necessary element of any curriculum review process.
- *Developing synergies and coordination*: Coordination between government departments and between governments and stakeholders, particularly teachers and their representatives, is imperative.
- *Overcoming innovation and intervention fatigue of teachers by introducing reforms*: Reforms should be introduced in ways that allow schools, teachers, and learners some adjustment time to accommodate everyday routines and practices while the "new" is being introduced.

Teacher wellbeing

Teaching and teacher wellbeing are key to delivering a curriculum that provides for equitable and quality learning for all.

Coordination and synergies

For many governments, activities relating to the curriculum and those relating to professional development are organised separately. The key challenge, however, concerns the synergies between the two. In this respect, the review identified significant gaps, including the alignment of curriculum changes and implementation of teacher professional development. In particular, the engagement between governments and other stakeholders is vital for the formulation of policies and curricular frameworks. Non-government stakeholders are neither sufficiently aware of nor involved in curriculum change and delivery and, because of this, struggle to understand what government intends. Fostering synergies between various stakeholders and breaking down silos between and within governments, as well as between governments and other stakeholders, will therefore provide fertile ground for effective curriculum delivery.

Context

Context matters in the effective delivery of curriculum. This study suggests that curriculum formulation and implementation were not simple or linear processes from intention to implementation, but were a bit messier, frequently resulting in unintended, contradictory, and contested outcomes. The way curriculum is delivered should accommodate diverse and multiple individual, socio-spatial, and community contexts. *Context* can refer to the context of the country, the context of the locality, the context of the school, or the context of the learner. A "one-size-fits-all" model of curriculum and teacher professional development is unlikely to provide equal access to quality learning for each learner.

Implementation

Sound and robust implementation of curriculum requires adaptability and flexibility while retaining a consistent focus on the key ambitions. While effective implementation ensures that the gap between policy and outcome is narrowed, this is still not the case in many countries. The review reveals how approaches to curriculum development, such as the introduction of child-centred education, stand in stark contrast to school realities, including but not limited to, large class sizes, inadequate and insufficient learning resources, and learner diversity. Further challenges include coordination and synergy mechanisms, the lack of alignment between curricula change, the timely provision of textbooks and guides for teachers, and unsustainable funding through donors instead of governments for teacher professional development.

Social dialogue

The need for meaningful, ongoing, sustained, and rich social dialogue between government on one hand and teachers and their representatives on the other is striking to:

- institutionalise mechanisms of social dialogue in the education system;
- explore modalities of teacher engagement beyond formal structures; and
- incentivise teachers for productive and meaningful engagement.

Further conditions to enable effective curriculum delivery include the following:

- ***Political will***, coupled with a progressive bureaucracy invested in change, must be linked to effective curriculum delivery.
- ***Shared consensus and participation*** of key stakeholders committed to and involved in policy efforts that promote peace and social cohesion.
- ***Mutual trust*** and binding behaviours by groups and individuals are the basic building blocks of a transformative social justice agenda.
- ***Active civil society*** is necessary to hold accountable policymakers and administrators for reforms. Civil society actors must be strengthened where appropriate.
- ***Capacity development*** of actors, including national, provincial, regional, and district officials, school leaders, teachers, and school governance members, is needed.

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4IR	*Fourth Industrial Revolution*
AfL	*Assessment for learning*
AoL	*Assessment of learning*
AU	*African Union*
BECF	*Basic Education Curriculum Framework*
CA	*Continuous assessment*
CAPS	*Curriculum and Assessment Policy Statement*
CBC	*Competency-based curriculum*
CBT	*Competency-based teaching*
CEO	*Chief executive officer*
CPD	*Continuous professional development*
CPTD	*Continuing professional training and development*
DBE	*Department of Basic Education*
DHET	*Department of Higher Education and Training*
DRC	*Democratic Republic of the Congo*
HDI	*Human Development Index*
INDE	*National Institute for the Development of Education*
IPTE	*Initial Primary Teacher Education*
ISPFTED	*Integrated Strategic Planning Framework for Teacher Education and Development in South Africa*
ITE	*Initial teacher education*
MIE	*Malawi Institute of Education*
MoPSE	*Ministry of Primary and Secondary Education*
NQT	*Newly qualified teacher*
OBC	*Outcomes-based curriculum*
OBE	*Outcomes-based education*
PGCE	*Postgraduate Certificate in Education*
PSEF	*Programme sectoriel de l'éducation et de la formation*
SACE	*South African Council for Educators*
SADTU	*South African Democratic Teachers Union*
SDG	*Sustainable Development Goal*
STEM	*Science, technology, engineering, and mathematics*
TEI	*Teacher education institution*
TUM	*Teacher Union of Malawi*
UN	*United Nations*
UNESCO	*United Nations Educational, Scientific and Cultural Organization*

1. Introduction

This synthesis report concerns a comparative case study on teacher professional development in relation to curriculum. The review is framed by a focus on the interrelationship between teacher professional development and curriculum that sought to understand the relationship between **teacher professionalism** and **curriculum in Africa** by investigating five selected countries – the Democratic Republic of the Congo (DRC), Ethiopia, Malawi, Mozambique, and South Africa – in terms of primary and lower secondary schooling.

The new global education agenda, particularly Sustainable Development Goal (SDG) 4, has refocused international attention on ensuring "*inclusive and equitable quality education*" and promoting "l*ifelong learning opportunities for all*" (*Sustainable Development Goal*, no date). *Inclusion* and *equity* can be understood as referring "*to the transformation of schools into centers of learning that cater for all children*" (Salzano and Labate, 2016, p. 22). In the context of sub-Saharan Africa, the content of teacher education is not aligned with the national curriculum and assessment policies, which impacts negatively on classroom practices (Salzano and Labate, 2016, p. 20). Guro and Weber (2010, p. 246) argue, however, that it "*is widely accepted that teachers are the chief change agents for implementing new curricula. Teacher professional development and education and the role of teacher training colleges are crucial in programmes of curricula innovation in basic education*". Moreover, the alignment between curriculum standards and instructional pedagogies, among others, contributes to enhancing the quality of education while also addressing issues of equity and inclusion (Salzano and Labate, 2016). It is these issues that this review addresses.

The overall research question explores how the professional development of teachers is informed by and aligned with the curriculum frameworks of basic education and how teachers are supported to deliver curricula effectively. More specifically, this review examines the following: the curricular frameworks and policies of selected countries, the process followed for developing curriculum, the support provided to teachers in delivering curricular frameworks, and gaps and challenges in achieving this.

The review begins by outlining the main concepts; notably, curriculum and the professional development of teachers and how they interrelate to enable or hinder equitable and quality learning for all. This section is preceded by

a brief note on policy and policy analysis, as well as details on how initial teacher education (ITE) and continuous professional development (CPD) are understood for the purposes of this study. This is followed by a brief summary of the methodological approach to this review. The report then provides an analysis of the curriculum and teacher professional development in 10 different countries drawn from written responses to a series of survey questions and from a synopsis of five country case studies that formed the core of this review, namely the DRC, Ethiopia, Malawi, Mozambique, and South Africa. The final two sections of this review address the key themes and findings of this study and the lessons learned.

2. Situating the review

In this section, a brief review of the literature pertaining to curricula and teacher professional development is provided, covering the definitions and central concepts in this report; notably, curriculum and teacher professional development. Teacher professional development encompasses both ITE/pre-service and CPD/in-service. In addition, it outlines a framework for articulating the relationship between curricula and teacher professional development (see Figure 2).

2.1 Contexts

Contemporary global and regional policy shifts place teachers at the centre of reform processes aimed at achieving educational quality and equity. The most significant contemporary global policy shift has been the adoption of the UN's SDGs, as these have established international benchmarks for development in a global context of widening inequalities within and between countries, global economic crises, global and local conflicts, and accelerating climate change. SDG 4 consists of seven targets and three measures of implementation that focus on teachers. Target 4c states that by 2030 we will see a substantial "*increase [in] the supply of qualified teachers, including through international cooperation for teacher training in developing countries, especially least developed countries and small island developing states*" (UN, 2019).

While this focus on teachers in an ambitious global development agenda is welcome, the target by itself does not sufficiently address the question of the significance of teachers and their work. It fails to engage with the need for well-supported, motivated, and professionally qualified teachers whose rights and responsibilities are recognised in policies and working conditions.

The international focus on teachers is also reflected in the African Union's (AU) Continental Education Strategy (the 2063 Framework). Like the SDG framework, this strategy recognises the importance of teachers for education transformation. One of the key goals of the overarching education strategy is to "*revitalize the teaching profession to ensure quality and relevance at all levels*" (African Union Headquarters, 2015, p. 6). To this end, it identified six strategies relating to teacher education, including recruiting, training, and deploying well-prepared quality teachers, as well as promoting their CPD by

instilling a sense of commitment and accountability in learners. While this strategy provides a more comprehensive understanding of teachers, it also limits the teacher to the role of "input" in education.

The focus on teachers in the SDG agenda and the AU strategy resonates with evidence that suggests that teachers, teaching, and teacher education make a significant difference. Perhaps the most cited "research" is that contained in the McKinsey Report (Mourshed, Chijioke and Barber, 2010). Among the too easily expressed aphorisms in the report is the often-repeated dictum that no country or country's education can rise above the level of its teachers. The report argues that world-class education systems "*get the right people to become teachers and develop them into effective instructors to ensure that the system delivers the best possible instruction for every child*". Then deputy president of South Africa, Cyril Ramaphosa, cited the study, arguing that teachers needed to be approached as the "*solution to the current crisis in education and not the problem*" and insisting that South Africa needs teachers who have "*the ability and commitment to nurture and develop young people to their full potential*" (*Teachers are the solution, not the problem*, no date).

These insights expressed by the McKinsey Report and Ramaphosa are, of course, not incorrect, but they inadequately attest to the complexity of teachers' work. Of particular concern in the discourse on teachers in global and regional policy frameworks is that a vast and broad range of skills and knowledge is expected of teachers: life skills, citizenship and peace education, moral and ethical education, child protection, human rights, skills for sustainable livelihoods, challenging gender inequalities, and practising learner-centredness —to name only a few. While these are important concerns, such an ambitious variety of responsibilities runs the risk of overstating the potential of schools and their teachers to effect broad social transformation. Moreover, such policy prescriptions in the global and regional context leave unanswered what matters most for effective teaching and the professional development of quality teachers.

2.2 A note on policy and policy analysis

This study examined curricular plans and teacher development policies, both of which fall under the umbrella of policy and which require a discussion on policy analysis. *Policy* can be understood as questions of authority and power, text, and discourse, and as a matter of values. For example, Bell and Stevenson (2006) claim that policy is "political". Their definition highlights the political character of policy and the power involved in decision making.

Rizvi and Lingard (2010, p. 8) explain that policy ensembles – a collection of interrelated policies – exercise power in the form of discourses through the production of "truth" and "knowledge".

Besides questions of power and knowledge, policy can be conceptualised as text and discourse. While Ball (2015, p. 311) understands policy text as policies that "*are contested, mediated and differentially represented by different actors in different contexts*", he considers policy as discourse as "*produced and formed by taken-for-granted and implicit knowledge and assumptions about the world and ourselves*" (Ball, 2015, p. 311). Rizvi and Lingard (2010, p. 7) expand their understanding of policy as text and discourse to questions of values. More precisely, they define policy as the "*authoritative allocation of values*".

How one understands policy determines how one studies policy, Ball (1994, p. 15) suggests. That is why this section also deals with concepts of policy analysis. Prior to this discussion, the difference between analysis *of* policy and analysis *for* policy needs to be clarified. This study is an analysis of curricular frameworks and teacher development policies in five case study countries in an effort to understand "*why a particular policy was developed at a particular time, what its analytical assumptions are and what effects it might have*" (Rizvi and Lingard, 2010, p. 45). In contrast, analysis for policy involves the study of an issue for developing a particular policy, which is often commissioned by a government, and theoretically and methodological speaking, constrained because of tighter timeframes.

Different frameworks for analysing policy exist. For example, Ball's (1993) policy trajectory studies incorporate three different contexts: the context of influence, the context of policy text production, and the context of practices. The context of influence examines the question of how the agenda has been set for a particular policy such as teacher development, whereas the context of policy text production analyses the formulation process of the policy. Finally, the context of practices focuses on the mediation and enactment of policy. Taylor (1997) developed another framework to analyse policy, one that is grounded in discourse theory. Her framework for policy analysis involves three aspects: context, text, and consequences. Rizvi and Lingard (2010) add a further dimension to Taylor's (1997) three-dimensional framework, namely implementation.

Taylor (1997), Ball (1993), and Rizvi and Lingard (2010) share a common understanding of policy and policy analysis in that they are all interested in how the policy idea came about, as well as the formulation of the policy by which the process can be understood in discursive terms. They all subscribe to a tighter or a looser understanding of the Foucauldian influenced conceptualisation of discourse. For example, Ball (2006, p. 48)

suggests understanding how "*policy ensembles … exercise power through the production of 'truth' and 'knowledge', as discourse*". Rizvi and Lingard (2010) and Taylor (1997) focus on the effects and outcomes of policy, while Rizvi and Lingard and Ball (1993, 2015) are also interested in policy enactment.

This study aims to understand the formulation process of curricular frameworks and teacher development policies, the challenges in implementation, how these challenges can influence the consequences through engaging in interviews with decision makers from governments and teachers' unions, and a critical textual analysis of policy documents. This study draws on ideas from Ball (1993, 2015) concerning the policy text production process, from Rizvi and Lingard (2010) about implementation, and makes reference to Taylor (1997) regarding the dimension of consequences.

2.3 Curriculum

Popkewitz (1997, p. 132) understands "*curriculum as a particular, historically formed knowledge that inscribes rules and standards by which we 'reason' about the world and our 'self' as a productive member of that world … As such, curriculum is a form of social regulation*". He explains that learning in school goes beyond learning to know and learning to do, but it is about "*learning dispositions, awarenesses and sensitivities towards that world*" (Popkewitz, 1997, p. 139), highlighting how knowledge is linked to issues of power and regulation.

One way of thinking about curriculum is to see it either, or as both:

- ***narrow***: that which is specified in the syllabi and the textbooks and what the teacher conveys in the classroom; and/or
- ***expansive***: referring to all activities within and outside the school that have a bearing on children. This includes what theorists such as Giroux (1983), Popkewitz (1997), and others refer to as the "hidden curriculum", which conveys and ideologically frames the kinds of citizens that society values, and in particular, the preparation of learners for life in a capitalist society (Bowles and Gintis, 1976).

This review focuses primarily on what the national curriculum framework specifies, but takes the view that the curriculum is more than what teachers convey; it is also about what happens to learners after schooling and what kind of society they enter into and are shaped to fit. This approach stands in contrast to rationalist models (cf. Tyler, 1949; Bloom, 1984) in which curriculum delivery is judged by the extent to which aims are faithfully transacted in the classroom.

The political model of *curriculum* taken in this review conceives of curriculum as an intensely political act in which the act of learning or what is conveyed in the classroom is crucial regarding the kind of world for which learners are prepared. This approach resonates with the Freirean approach to literacy, wherein literacy (and learning) is more than just reading the "word"; it is also about reading the "world" and thereby transforming the world. Effective curriculum understood expansively thus works to empower learners to transform the unequal and unjust world in which they find themselves. Alexander's (2008) definition of pedagogy is opposite to this expansive notion. Alexander (2008, p. 6) notes that

> *Teaching is an act while pedagogy is both act and discourse… Pedagogy connects the apparently self-contained act of teaching with culture, structure and mechanisms of social control. Pedagogy is not therefore simply describing the activity of teaching but reflects the production of broader social and cultural values within the learning relationship.*

This distinction between a narrow and expansive view of the curriculum reflects the difference between official and codified knowledge on one hand, and knowledge as transformative and useable on the other.

In an expansive view of curriculum, it is important to recognise that teachers are not merely passive agents that transmit the official knowledge of the government; instead, they play an active role in shaping and mediating the knowledge in and through their classroom (what Bernstein [2000] would call *recontextualisation*). The result is the gap between intention and practice in curriculum policy. Furthermore, this notion suggests that teachers have agency to mediate the curriculum in the context of their classrooms and beyond.

It is useful at this point to heuristically outline the various elements that underpin the notion of curriculum that inform this review. Such an understanding encompasses the following elements:

- ***Aims***: intentions and goals/objectives of the curriculum;
- ***Content/resources***: learning resources and textbooks used to teach that which is specified in a syllabus;
- ***Practice***: teaching in the classroom;
- ***Assessment***: process by which information is gathered about what learners know and understand to improve their learning; and
- ***Interaction***: engagement in relationships between teachers and learners in and outside the classroom.

2.4 Teacher professional development

It would be helpful to begin by briefly outlining what is meant by the professional development of teachers. *Professional development* in its broadest sense refers to activities that increase the knowledge and skill base of teachers. In this review, the professional development of teachers is understood to involve three interrelated moments: pre-service, induction period, and in-service.

The first is ITE, which is geared towards those who chose teaching as a career. ITE is focused on equipping new recruits for teaching with the knowledge, skills, and disposition prior to their first teaching post. The second and perhaps the most neglected aspect of professional development is the induction period, which is the period when the newly qualified teacher enters as a beginning teacher and, in many countries, undergoes a period of supervised mentoring and support prior to receiving a teaching licence. The third moment is CPD (also called in-service education), which includes activities that occur after teachers have undergone varying initial periods of training. While this definition is helpful, it is important to recognise that the moments are not as distinct as suggested. One way of understanding teacher professional development is to see it as a continuum of activities geared to support those who chose a teaching career, but which take on different forms and characteristics depending on the career stage of the teacher, as reflected in Figure 1. This figure captures the idea of teacher professional development as a continuous process, but not one that is linear.

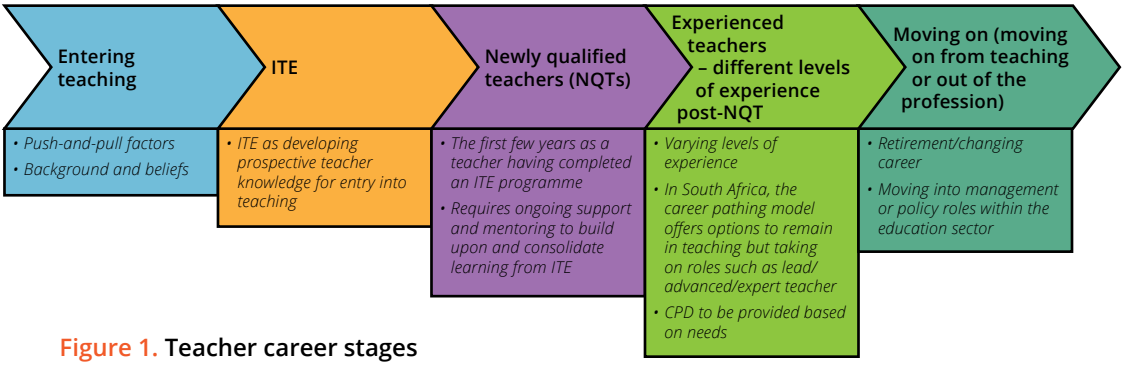

Figure 1. Teacher career stages

Source: Sayed, Ahmed and Mogliacci (2018)

The model above indicates a need to recast initial teacher training to include a more thorough focus on continued development and likewise to link CPD or inset to initial periods of professional education. Additionally, there is a need to support NQTs once they have exited colleges and universities and to provide for their CPD.

A. Initial teacher education (ITE)

ITE, or pre-service training, involves trainees attending training in teacher education institutions before they begin to teach. The duration varies across sub-Saharan Africa, as will be evident from the table of initial data collection and analysis in Appendix 1. For primary education, courses vary in structure and content. They last between 12 weeks to three years and are usually followed by a period of practice based in schools (practicum). Most often, graduates receive a certificate upon completion. For secondary education, courses tend to focus more on subjects than pedagogy. Certificate courses have been replaced by diploma courses in some countries. National governments offer either diploma-level courses for two or three years or degree courses of three or four years. Unlike in primary education training, teaching practice for secondary education trainees tends to be limited, sometimes even absent (Salzano and Labate, 2016, p. 31).

Many countries in sub-Saharan Africa share common challenges. For example, education systems face issues of quality of pre-service training because of their reliance on education theory. Important for this study is the concern that "*the contents of pre-service training are not aligned with the national curriculum and assessment policy, leading to the poor preparation for classroom practice*" (Salzano and Labate, 2016, p. 20). Moreover, teacher training does not quickly adapt to changes regarding the curriculum, for example, and teachers are not trained to manage specific challenges such as multi-grade classes, or classrooms with high learner-teacher ratios (Salzano and Labate, 2016). Even though many sub-Saharan African countries face these and other challenges in the pre-service training of their teachers, in-service training seems to face even bigger challenges.

B. Continuous professional development (CPD) and support

The Organisation for Economic Co-operation and Development defines CPD as "*activities that develop an individual's skills, knowledge, expertise and other characteristics as a teacher*" (OECD, 2009, p. 49). This definition implies that all teachers and teacher educators require their knowledge and skills to be developed to remain relevant and up to date. The activities can take various forms, such as self-learning, distance learning, digital learning, peer-to-peer teaching, or mentor teaching (Government of Malawi, 2018).

There are three reasons why CPD has become a subject of much concern. Firstly, the growing emphasis on external accountability and demonstrable

improvements in learner achievement has forced many governments to confront what teachers do in schools after initial training. Thus, if public education systems are concerned with performance, they focus on how this can be improved by developing the competence base of practitioners who work in schools. There is, in other words, growing consensus that educational reforms must be underpinned by professional development support for teachers and school management teams. This is an attempt to recast teaching as a solo activity, or what Lortie (1975) refers to as the "privacy domain". Secondly, teachers themselves, particularly in times of rapid change, seek support and motivation for the tasks they are expected to perform. Thirdly, CPD is normally associated with negotiation about conditions of service for teachers. Negotiations between education departments and teachers normally consider CPD as integral to the conditions of the service package.

At this point, it is worth repeating some of the main reasons why CPD is important:

- ***Changes in subject areas***: The need to stay abreast of changes in areas of specialisation;
- ***Changes in pedagogy***: The need to keep abreast of new approaches to teaching, learning, and assessment;
- ***Changes in policy***: The need to stay up to date with key policy changes in education;
- ***Teacher motivation***: CPD motivates, encourages, and revitalises teachers, making staff feel more valued; and
- ***Enhancement of knowledge and skills***: CPD improves the content and skills knowledge of teachers individually and as a group.

Underlying these reasons is the central claim of this review that CPD is worthwhile and important only to the extent that it results in an improvement in teaching and learning. The bottom line for CPD is that it *must* make a difference to the learning experiences and achievements of learners; particularly given the resources that are invested in public education systems.

CPD serves practising teachers to upgrade their qualifications and knowledge of subject content and instructional practice. CPD can be categorised into three main categories: (i) short training courses, (ii) support systems, and (iii) peer networks (Salzano and Labate, 2016, p. 31). In many countries, CPD takes the form of cascade training or a train-the-trainer approach, meaning that it is centrally developed and locally delivered.

As already mentioned, CPD faces even more challenges than ITE. CPD is one of the most under-resourced areas of teaching policy in Africa;

partners instead of governments take on CPD, but they lack effective coordination mechanisms, often resulting in ad hoc interventions (Salzano and Labate, 2016:31). However, it is important to keep in mind that CPD is not only important to "*adapt to changes in curriculum and assessment policy*", but also "*to enable them to support policy reforms or innovations*" (Salzano and Labate, 2016, p. 20).

2.5 Conceptual framework

The conceptual framework presented in Figure 2, which informs the review, shows how teacher quality is tied to curriculum and professional development, as well as the contexts of practice and environment, and how these different and interconnecting contexts shape teacher practice. Crucial to the figure is who the teachers are (their attributes, backgrounds, professional development, and biographies of teaching/learning experiences), as well as who teaches them (the teacher educators and their backgrounds and biographies). Initial teacher education impacts curriculum as experienced in the classroom and school by learners. The figure further emphasises the various issues and concerns that must be addressed if quality teaching and quality teachers are to be at the heart of the quality education goal. The next section explains the research design.

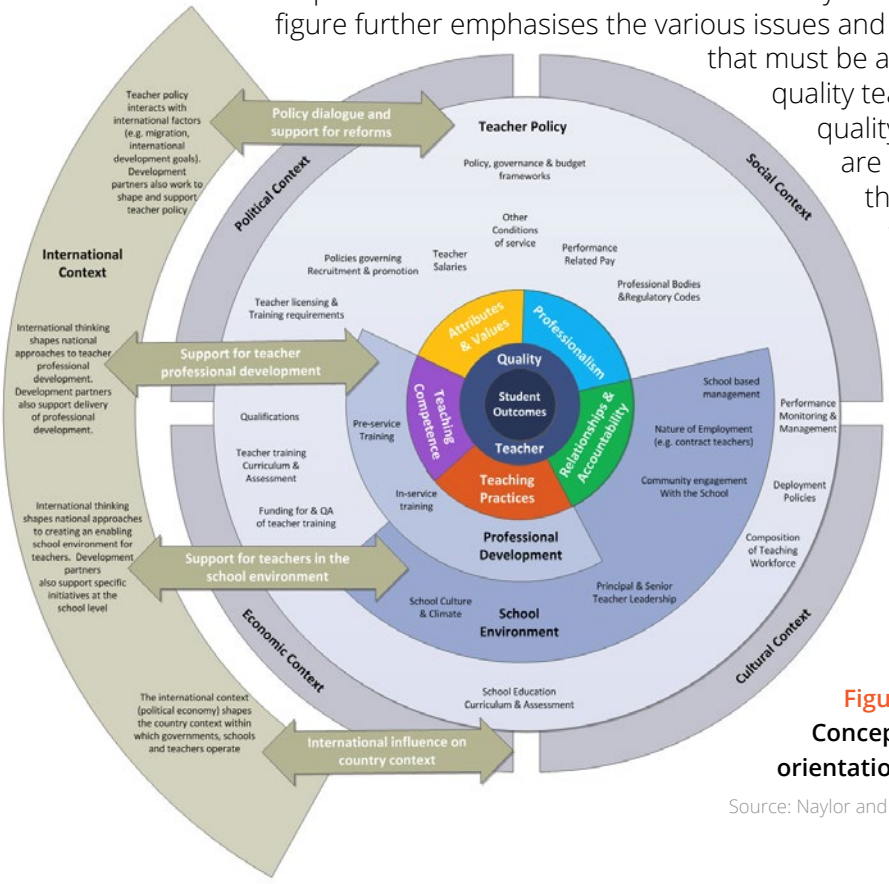

Figure 2.
Conceptual orientation of study

Source: Naylor and Sayed (2014)

3. Methodological approach

This research is a comparative case study consisting of 10 countries with a thematic focus on teacher professional development and curriculum. Comparative case study research transcends the micro-level analysis of a "bounded" case, which is particularly important in the context of globalisation, where teachers, education administration, teacher training colleges, external partners, and international agendas, among others, are interconnected and influence one another. Teacher education and curriculum, as the "*subject of local and global histories*", are influenced by particular socio-cultural, political, and economic powers (Pathmarajah, 2019, p. n.k.). Pathmarajah (2019) proposes that case study research can engender corrective measures to develop the effectiveness of policy frameworks. This methodology is particularly useful for this study about teacher education and curriculum because it allows tracing the complex interactions between teachers and institutions in the socio-cultural, political, and economic contexts in sub-Saharan Africa.

Considering the particular histories and legacies of colonialism, the sampling strategy included countries with different colonial histories. Additionally, the selected countries have particular features that are worthy of examination. Some of the selected countries included low assessment results and low completion of lower secondary education despite high percentages of aid per capita for basic education. They tend to have a low Human Development Index (HDI) and pronounced income inequality (Gini index). The contexts are geographically and linguistically diverse and can be historically or currently categorised as "fragile states"; some are also ecologically vulnerable. The sampling strategy also took into account the number of trained teachers and the existence of teachers' associations.

As such, the study used a purposive sampling strategy to identify research participants. Purposive sampling means to "handpick" the cases to be included in the sample based on the evaluation of their typicality. It does not represent the wider population and offers depth rather than breadth (Cohen, Manion and Morrison, 2011). Cohen *et al.* (2011, p. 157) suggest that purposive sampling is often used for accessing "knowledgeable people" who have in-depth knowledge about certain issues because of their role, power, and access to networks, expertise, or experience. For the research participants, government officials in charge of teacher development or curriculum development were chosen along with teachers' union representatives. This sampling strategy allowed for complementary

perspectives on the substance of this study, and contrasting views of administrators in charge of developing policies and teachers who implement these policies.

This research relied on semi-structured questionnaires for the initial analysis, and a documentary review and semi-structured interviews for the in-depth case studies. The semi-structured questionnaires served to gather data from more countries than the in-depth studies allowed. Questionnaires are a useful tool to collect data from a larger sampling group in a structured way. Specifically, the semi-structured questionnaire, while providing a clear structure, sequence, and focus, was open-ended in the sense that respondents could reply relatively freely (Cohen *et al.*, 2011). It was disseminated in 10 countries to seek the views of government officials and teachers' union members separately in the form of a 500-word written statement. The questions were as follows: What are the curricular frameworks/policies in your country, and what do they focus on/seek to achieve? What was the process followed in developing the curricular frameworks/policies? What support is provided to teachers in delivering the curricular frameworks/policies of your country? What are the policy gaps in supporting teachers in delivering national curricular frameworks/policies, and might you or are you addressing them?

For each of the five in-depth case studies, the documentary review considered the curriculum for basic education, and in some cases for teacher education. It also considered policies that regulate the ITE and CPD of teachers. A documentary review is suitable to trace processes of change and continuity over time, as this study partially did in tracing different curricular reforms over time in certain national contexts. It is, however, often complemented with further data-collection instruments, such as questionnaires and interviews (Cohen *et al.*, 2011).

After the documentary review, semi-structured interviews with government officials in charge of developing teacher policies and/or curriculum development were conducted in each of the five case study countries. An interview is considered a flexible and powerful tool for data collection. Due to the various locations, all interviews were conducted telephonically as telephone interviews have the advantage of being time and cost efficient (Cohen *et al.*, 2011). For this study, each semi-structured interview addressed questions about the aim and content coverage of the curriculum as well as the policy development process. It then explored how ITE and CPD relate to the curricula frameworks and how the providers of ITE and CPD are involved in supporting teachers to deliver the curriculum. The interview schedule can be found in Appendix 1.

Regarding ethics, the research participants were informed via e-mail about the purpose and process of the telephonic interview. They agreed via e-mail to be interviewed on a day and time of their convenience. At the beginning of the interview, the interviewer again informed the interviewee about the purpose and process, and sought authorisation to record and transcribe the interview[1].

4. Synopsis of country case studies

This section presents an overview and synopsis of the country case studies, those emanating from the written responses and the five that were studied in depth.

4.1 Overview and profile of 10 countries based on questionnaires

Tables A1, A2, and A3 in the Appendices provide an overview of the policy process, the curricula framework, the pre-service and in-service teacher education, and the policy gaps in 10 different countries: Burkina Faso, Ivory Coast, Kenya, Madagascar, Malawi, Mozambique, South Africa, Uganda, Zambia, and Zimbabwe. The evidence is based on written summaries by representatives of the government and teachers' unions, respectively, according to questions that were aligned to the interview schedule. The section below summarises key insights emerging from this review.

A. Major policies, policy processes, and policy gaps (Appendix 2, Table A1)

All francophone countries have current Sector Plans for Education. In most cases, programmes and policies are developed in a participatory manner, including trade union organisations and civil society organisations. However, government officials maintain the lead in the process, and the wider inclusion of actors takes place in the pre-validation or validation phase, as indicated by Burkina Faso. These countries routinely face the challenge of missing sustainable and systematic training plans for CPD (national and regional level), which leads to serious limitations.

For anglophone countries, some countries seem to have a well-developed policy framework for basic education and professional development of teachers, e.g. Malawi and South Africa have dedicated policies on the education and development of teachers. In all country cases, non-governmental actors have been widely associated, but their degree of involvement remains unclear. The challenges facing anglophone countries appear rather divergent. While curriculum and assessment policies are lacking in Uganda, teachers are not being fully equipped for changes in the system before these changes are introduced in Malawi. In Zambia, teacher quality remains low despite improved qualifications. These are just a few examples.

For Mozambique, the only lusophone country in this study, the participatory and inclusive process of defining curriculum is emphasised. However, the in-depth case study of Mozambique revealed that participation remains limited. A trend across francophone, anglophone, and lusophone countries seems to be that the project-based approach to CPD through donor funding is neither systematic nor sustainable.

B. Curricular frameworks (Appendix 2, Table A2)

For francophone countries, data suggest that two of the three countries consider curricular reforms as a priority of the education sector strategy, or have historically and currently engaged in curricular reforms. The competency-based teaching (CBT) approach seems to be a popular approach to curriculum development. For anglophone countries, knowledge, skills, and attitude to thrive in the 21st century (Kenya, Uganda, and Zimbabwe) as competency-based curriculum (Kenya and Zimbabwe) are current trends in the revision or redefinition of curricula. Mozambique focuses on competency standards to achieve SDG 4-based inclusive and quality education through an integrative and student-centred approach. Across all three categories of countries, the CBT approach predominantly informs the curriculum.

C. ITE, CPD, and teacher support (Appendix 2, Table A3)

For francophone countries, while most have a sufficient ITE system, Madagascar can only accommodate one quarter (25%) of future teachers in its training centres. Most francophone countries have a support system at the deconcentrated level (school inspectors) and school level (educational zones). The government of Madagascar points out that CPD has no effect on careers because the achievements of these courses are generally not capitalised upon. Most anglophone countries rely on a cascade model (Malawi, South Africa, and Zambia) with some advantages such as efficiency in covering many teachers. But there are many disadvantages such as the quality of such training and whether this model is effective in changing pedagogical practices (see Sayed ed., 2018). Mozambique stands out through the adoption of the reflective paradigm as the basis of vocational training. The competencies in this paradigm relate to Delors' (1996) four pillars. In summary, it can be stated that francophone countries rely on a support system at the deconcentrated and school level and anglophone countries favour a cascade training model.

4.2 Synopsis of case studies

This section, in providing a brief overview of each of these case studies, summarises the curricular frameworks and their formulation process, the systems of ITE and CPD, as well as the major challenges surrounding the professional development of teachers and curriculum reform. The five mini-case studies are attached as appendices. Please refer to these for detailed accounts.

A. Profiles of five in-depth case study countries

Table 1 provides a summary of several key features of the country case study that informed their selection.

Table 1. Key indicators for case study countries

Democratic Republic of Congo		
Indicators such as HDI[2]	Index 0.457 Rank 176	
Length of basic education[3]	**Teacher-learner ratio[4]**	**Number of learners[5]**
Primary: 6-11 Secondary: 12-17 Compulsory education lasts six years, from ages six to 11	Primary: 33.2 (2015) Secondary: 14.24	Primary: 14 187 970 Secondary: 11 206 283
Curricula framework	**ITE**	**CPD**
Programme National de l' Enseignement Primaire (2011) [National Curriculum of Primary Education]. The Education Ministry is in the process in elaborating/ updating the subject-specific curricula for lower secondary education	The initial training for primary and secondary school teachers is implemented at two levels: at the secondary level for primary school teachers, followed by a three-month internship in schools; and at the secondary and university level for secondary school teachers. Two types of professional diplomas: a graduate diploma after three years and a bachelor's degree (licence) after two further years.	CPD has been instituted by Provincial Decree No. 0002/84 of 27 March 1984, establishing a national training service within the General Inspectorate of Primary and Secondary Education. It takes places at four different levels: national, provincial, pedagogical zone, and school level. The Primary and Secondary Education Training Institute is responsible for CPD, but development agencies implement CPD initiatives too.

2 United Nations Development Programme (2019)
3 United Nations Educational, Scientific and Cultural Organization's (UNESCO) Institute of Statistics (Government of Ethiopia, 2018)
4 UNESCO's Institute of Statistics (2018)
5 United Nations Educational, Scientific and Cultural Organization's (UNESCO) Institute of Statistics (Government of Ethiopia, 2018)

Ethiopia

Indicators such as HDI	Index 0.463 Rank 173	
Length of basic education	**Teacher-learner ratio**	**Number of learners**
Primary: 7-12 Secondary: 13-18 Compulsory education lasts eight years, from ages seven to 14.	Primary: 55.07 (2011) Secondary: 40.35 (2012)	Primary: 16 598 759 Secondary: 15 266 848
Curricula framework	**ITE**	**CPD**
The Curriculum Framework for Ethiopian Education of 2009 (Grades 1 to 12) builds incrementally on the Education and Training Policy of the Government of Ethiopia of 1994, which was revised in 2003 and 2005.	Different modes of teacher education: the concurrent/ blended and the consecutive/ end-on /add-on model. Qualification levels for teachers increased to "10 + 3" diploma programme at colleges of teacher education.	School cluster approach (student-centred teaching approaches, the continuous assessment of teachers, and better classroom management skills).

Malawi

Indicators such as HDI	Index 0.477 Rank 171	
Length of basic education	**Teacher-learner ratio**	**Number of learners**
Primary: 6-11 Secondary: 12-17 Compulsory education lasts eight years, from ages six to 13;[6]	Primary: 58.68 (2018) Secondary: 72.31 (2018)	Primary: 3 118 003 Secondary: 2 584 234
Curricula framework	**ITE**	**CPD**
Malawi Primary Education Curriculum and Assessment Framework (2009) Curriculum and Assessment Framework (2015)	Initial primary teacher education (IPTE); Teacher training colleges; Two years' certificate level; Secondary teacher education; Either teacher training colleges or universities, Diploma and/or degree level	CPD Framework for Teachers and Teacher Educators (2018); Seven components in relation to the career progression of teachers

6 Malawi uses an extended understanding of basic education, including preschool (early childhood development), primary, adult literacy, as well as out-of-school youths between 0 and 16 years old (Government of Malaw, 2008, p. 5).

Mozambique		
Indicators such as HDI	Index 0.437 Rank 180	
Length of basic education	**Teacher-learner ratio**	**Number of learners**
Primary: 6-12 Secondary: 13-17 No data on compulsory education	Primary: 55.27 (2018) Secondary: 36.54 (2017)	Primary: 5 828 673 Secondary: 3 548 839
Curricula framework	**ITE**	**CPD**
Plano Curricular Do Ensino Básico (2004) [Basic Education Curricular Plan]	ITE for primary education: Two-year programme at teacher training institutes for Grade 10 graduates; 38 institutions of teacher training (TT) under the Education Ministry for lower secondary education teachers; the new model is a one-year programme for Grade 12 graduates, delivered at universities (pedagogical universities)	The government, together with development agencies, is developing a National Strategy for Continuous Education at primary level. The strategy is not available yet.

South Africa		
Indicators such as HDI	Index 0.699 Rank 113	
Length of basic education	**Teacher-learner ratio**	**Number of learners**
Primary: 7-13 Secondary: 14-18 Compulsory education lasts nine years, from ages seven to 15	Primary: 30.33 (2015) Secondary: 27.78 (2015)	Primary: 7 680 608 Secondary: 4 854 147
Curricula framework	**ITE**	**CPD**
Curriculum and Assessment Policy Statement (CAPS)	21 higher education institutions; Two ways to become a teacher: either specialisation in foundation, intermediate, or senior phase after the bachelor's degree or bachelor's + Postgraduate Certificate in Education (PGCE)	South African Council for Educators (SACE): Implementation, management, and quality assurance; Most recent policy: Integrated Strategic Planning Framework for Teacher Education and Development in South Africa (ISPFTED); CPD points system

The Democratic Republic of the Congo (DRC)

The DRC has various curricula for the different levels of its education system. Lower secondary education, for example, differentiates into a variety of subject matter, with a curriculum for mathematics and a guide on how to use it. However, the Education Ministry is still in the process of updating the subject-specific curricula, particularly in the sciences. The case study focused on the analysis of the National Curriculum of Primary Education (2011) [*Programme National de l' Enseignement Primaire*]. The curriculum aims to point to the importance of a responsible citizen with high civic sensitivity, which is understandable in the conflict-affected context of the DRC. The citizen is also contextualised within the democratic state to contribute to its (socioeconomic) development, which suggests a human capital approach to education. The 2011 curriculum of primary education includes five subject areas and suggests a rather tightly framed curriculum with a strong emphasis on "learning to know" (Delors, 1996). New in the current curriculum is the introduction of local languages, besides French, as a medium of instruction. Civic and moral education (as a cross-cutting concern), education for health and the environment, and the area of personal development address the other pillars of the Delors (1996) report, notably "*learning to do, to live together and to be*" (Delors, 1996).

Although the data regarding the curriculum formulation are not particularly rich, the DRC case points to a similar trend across the other case studies. National government officials, supported by financial and technical partners and donors, lead the formulation of policies, notably concerning curricula; whereas teachers play only a subordinate role in the process. This observation is manifested in the interview data with a teachers' union representative who advocates for systematic involvement of the trade union from the identification of needs, the formulation and implementation of the policies, to their evaluation. The involvement of trade unions is important to him because teachers implement the curricula. Moreover, they want to be appreciated by the government administrators in expressing their agency in terms of delivering the curriculum instead of acting like "robots" in the context of predefined and tightly framed policy frameworks.

The Circular Note of 8 June 1964, on the structure, organisation, and curricula of basic education and the legal texts establishing the Higher Pedagogical Institutes regulates the ITE.[7] The initial training for primary and secondary school teachers is implemented at two levels: at the

7 Note circulaire du 8 Juin 1964 relative à la structure, à l'organisation et aux programmes de l'enseignement normal primaire.

secondary level for primary school teachers (certificate level), and at the secondary and university level for secondary school teachers. Two types of professional diplomas exist in the case of secondary teachers: the graduate diploma after three years and the bachelor's degree (licence) after two further years (DRC, 2014). Currently, the academic training for primary education teachers is followed by a three-month internship in schools. According to the interview data, the government is debating the extension of the duration of the practicum for future primary school teachers, and to introduce it for future secondary school teachers, although this has not been realised yet.

The United Nations Educational, Scientific and Cultural Organization (République Démocratique du Congo, 2014) claims coherence between the definitions of taught subjects in the teacher training institutions and the priorities of the curriculum for basic education in theoretical terms, but does not explain how this translates into practice. From the interview data, the opposite can be stated; notably, that coherence between the curriculum and initial training must be rebuilt. Moreover, even though CPD interventions have introduced the "new" curriculum since 2011, this has not reached all teachers yet because of the vastness of the DRC, and is further crippled by the haphazard support of the government. As in other country cases, CPD is largely left to international donors and partners.

Ethiopia

In Ethiopia, school curricula are standardised nationwide, but there are some variations at the local level, including the language of instruction. The Curriculum Framework for Ethiopian Education of 2009 (Grades 1 to 12) builds incrementally on the Education and Training Policy of the Government of Ethiopia of 1994, which has since been revised in 2003 and 2005. The 2009 Curriculum Framework, including textbooks, was developed by the General Education Curriculum Framework Development Department of the Federal Ministry of Education. It aims for flexibility in teaching and learning methodologies and strategies, and shifting teachers' thinking about these to enhance students' participation in their learning (Federal Democratic Republic Government of Ethiopia, 1994, p. 2). The approach to teaching and learning is competency based and rooted in a constructivist conceptualisation. Teachers teach Amharic, mother tongue, English, mathematics, environmental science, and arts and physical education in Grades 1 to 4. In Grades 5 to 8, integrated science, social studies, visual arts, and music are additional subjects (Trines, 2020). The content coverage tends to prioritise the pillar of "learning to know" (Delors, 1996), but the operationalisation of the active learning and competency-

based approach emphasises the "*doing, observing and dialoguing*", which relates to Delors' (1996) other pillars (learning to do, to live together, and to be). Currently, a large curriculum reform is under way, according to the interview data. This reform started two years ago with a general study that reviewed the challenges of the education system, which led to the Education Development Plan 2018-2030 (Government of Ethiopia, 2018). The reform of the curriculum features among the key priorities.

The 1994 Education and Training Policy indicates that the curriculum development process should involve teachers, professionals from major organisations of development, and beneficiaries in the preparation, implementation and evaluation of the curriculum (Federal Democratic Republic Government of Ethiopia, 1994, p. 12). Despite the emphasis on participation, Abebe and Woldehanna (2013, p. 4) argue that the 1994 curriculum, which was revised in 2003/2004, was conceptualised and implemented top-down. In particular, not only have teachers, professional associations, and communities been insufficiently associated (Shishigu *et al.*, 2017), but the curriculum was mostly donor driven (Abebe and Woldehanna, 2013). For the current curricular reform, teachers are involved to some extent, but external expertise, such as from the University of Cambridge, plays a significant role, according to the interview data.

Ethiopia has prioritised teacher education since the beginning of the 1990s. Notably, the 1994 Education and Training Policy introduced a new career structure for teachers based on professional development, performance, and experience to motivate teachers (Abebe and Woldehanna, 2013, p. 4). In Ethiopia, two different models of teacher education exist: the concurrent/blended and the consecutive/end-on/add-on model. In the case of the consecutive model, subject matter courses precede the pedagogy; whereas, in the case of the concurrent model, subject matter, pedagogical, and educational courses are provided simultaneously (Shishigu *et al.*, 2017, p. 62). The government increased the qualification levels for teachers to "10 + 3" diploma programme (Grade 10 plus a three-year diploma), which led to the expansion of colleges of teacher education.

For CPD, the government developed a school cluster approach with the objective of enhancing teacher quality through student-centred teaching approaches, the continuous assessment of teachers, and better classroom management skills. Besides the cluster approach for teachers who teach in the first cycle of primary education, the government maintained a linear approach to train teachers who are expected to teach in the second cycle of primary school (Abebe and Woldehanna, 2013, p. 7). In 2012, the government developed seven national standards for teachers to ensure the quality of teaching.

The Education and Training Policy mentions the following as areas of special attention and action priority: the change of curriculum and preparation of education materials accordingly (4.1), and the focus on teacher training and overall professional development of teachers and other staff (4.2) (Federal Democratic Republic Government of Ethiopia, 1994, p. 33). These concerns are equally reflected in the interview data; notably the partial irrelevance of the curriculum and the ITE system, which does not produce quality teachers. However, Shishigu (2015, p. 17) contends that the student-centred approach has not harmonised with the deep-rooted Ethiopian tradition of lectures. Teacher training would not eliminate the tension between the approach of problem-solving learning in theory and the remote memorisation in practice.

Malawi

Malawi has a curriculum for primary education (2009) and another curriculum for secondary education (2015). The curriculum and the Malawian education system, broadly aimed at developing the potential of every individual and society as a whole, are underpinned by a human rights approach and human capital theory which are demonstrated through the link made between education and the economic growth of the country. The Primary Education Curriculum and Assessment Framework (Government of Malawi, 2009) presents an outcomes-based curriculum (OBC) that focuses on learner achievement with a special focus on assessment practices. Even though the curriculum for secondary education is not labelled as an OBC for primary education, it refers to the same principles as that of primary education. Both curricula are rooted in several philosophical foundations and organisational structures for the development of the curriculum to ensure quality: breadth, balance, relevance, integration, progression, and differentiation (Malawi Institute of Education, 2015, p. 14). While the curriculum for primary education starts with the Introduction to School and Life Learning, only gradually introducing further subjects in each grade, the secondary curriculum specifies development outcomes and essential skills. Students must complete nine mandatory subjects covering natural sciences, arts and humanities, and social sciences, and can choose from among 14 further subjects. While the mandatory subjects primarily address the dimension "learning to know", the facultative subjects also address the other three dimensions of the Delors (1996) report – learning to do, to love together, and to be. Because students can choose from these additional subjects, the curriculum does not ensure systematic coverage of all four dimensions.

For the formulation of both curricula, the documentary analysis and the analysis of the interviews suggest a participatory approach. While the policy documents do not specify the particular role of teachers in the formulation process of the curricula, the interview data stir a controversial debate on the involvement of teachers. Whereas government officials tend to argue that teachers are involved in formulating the curriculum, teachers' union representatives claim they are not involved meaningfully. For both curricula-formulation processes, central government entities seem to have a dominant role.

IPTE, taking place at teacher training colleges, lasts for two years and is completed at certificate level. Secondary teacher education, delivered at either teacher training colleges or universities, is obtained through either a diploma or a degree. Remarkably, Malawi has been outstanding among the five case study countries for its well-developed and detailed CPD framework. However, it needs to be noted that the framework was only adopted in 2018 and its implementation has not shown any remarkable effects thus far. Rather, the interview data point to the ad hoc nature of CPD, which is neither systematic in terms of its geographical coverage nor in terms of temporal continuity. The ad hoc and unsystematic nature of CPD must be understood in the context of funding; most CPD activities are funded by donors.

A major concern about the professional development of teachers in Malawi is the missing link between ITE/pre-service and CPD/in-service. Government officials point out that graduated teachers do not maintain a connection with the colleges where they were trained. Moreover, they shared dissatisfaction about the missing alignment between the CPD needs of teachers. Teacher educators are not aware of the CPD needs of teachers nor are these adequately reflected in the ITE curriculum. The respondents mentioned a successful model in Uganda that links the training needs of practising teachers with the curriculum of pre-service training.

The analysis of the CPD framework showed that it aims to align the curriculum of teacher education with the curriculum in schools through integrating curriculum-specific content in CPD measures and harmonising activities through the collaboration between teacher education institutions and the Department for Teacher Education and Development. According to interview data, the MIE developed a training manual and trained the trainers at the institute regarding the Primary School Curriculum and Assessment Framework (Government of Malawi, 2009). Based on a training-of-trainer model, the trainers delivered the introduction of the new curriculum in teacher development centres across the country. However, teachers do not feel adequately supported in delivering the

reformed curriculum. They tend to argue that they were not trained adequately or timeously. The divergence can be explained by the time lag between the implementation of the primary education curriculum in 2010 and the CPD framework, which was only adopted as recently as 2018. A further reason for the dissatisfaction with CPD lies in the training-of-trainer model, which is a shared concern between government officials and teachers' union members in terms of the quality of the training. As a consequence of the insufficient training on the new curriculum, teachers' union members insist that it has negatively affected student end-of-year outcomes.

Mozambique

The first Curriculum Framework for Basic Education (*Plano Curricular do Ensino Básico*) was adopted in 2004 after a reform and pilot process between 1997 and 2002. This curriculum has two unique features. Firstly, it follows an integrated approach with the primary principle of interdisciplinarity. The principle of interdisciplinarity implies a focus on the relationships among disciplines through integrating subjects (Guro and Weber, 2010). Secondly, the curriculum is divided into a core curriculum, decided at the national level (80%) and a local curriculum (20%) (Alderuccio, 2010). The curriculum has objectives for the education system (3.2) which are sub-divided into citizenship education, education for social and economic development, and education for occupational practices. It then details the objectives of basic education (3.3) (INDE/MINED – Moçambique, 2004, pp. 18–20). Altogether, they fulfil the four pillars of education from the Delors report: learning to know, learning to do, learning to live together, and learning to be (Delors, 1996). The curriculum content is divided into three areas: communication and social sciences (5.1), mathematics and natural sciences (5.2), and practical and technological activities (5.3). These areas are further divided into approximately 14 subjects (INDE/MINED – Moçambique, 2004, pp. 36–40). The curriculum can therefore be regarded as tightly framed. So far, the curriculum has only been developed for primary education. The development of the secondary education curriculum is planned but has not yet been realised, according to the interview data.

The National Institute for the Development of Education (INDE) [Instituto Nacional do Desenvolvimento da Educação] under the Education Ministry deals with research and development of the curriculum for basic education and teacher development. Besides the researchers of INDE and technicians from the Education Ministry ("they only participate"), development agencies (e.g. UNESCO, United Nations Children's Emergency

Fund, the World Bank, and Save the Children, among others) participated in the process through financial and technical support. According to secondary literature, teachers are involved in the definition of the local curriculum, but not in the core curriculum at the national level (Alderuccio, 2010). This resonates with government officials' accounts, who admit that teachers have been absent in the formulation of the primary education curriculum. Teachers therefore struggle to deliver the curriculum in the classroom.

Due to the shortage of teachers, a variety of training models existed in the past. The various training options led to highly diversified professional qualifications of primary school teachers. In 2007, a new model for primary school teachers, replacing CFPP (*Centros de Formação de Professores Primários–CFPP*) and IMAP (*Institutos do Magistério Primário*)[8], in the form of a two-year programme at teacher training institutes (Institutos de Formação de Professores) for Grade 10 graduates was introduced. For lower secondary education teachers, the new model is a one-year programme for Grade 12 graduates (International Bureau of Education, 2010). According to the interview data, the government introduced a new model in 2019 based on the experiences of the previous models, which intended to prepare teacher training for primary but also adult education. Currently, 38 institutions of teacher training exist under the Education Ministry; teacher training for secondary education is delivered in universities (pedagogical universities). The newly adopted Curricular Plan Course for Teacher Education (2019) regulates the training of primary education teachers and adult educators.

In the current training model, curriculum studies as a subject does not exist according to the interview data. For the primary level, the teacher training is intensely practical, while the curriculum is mainly content-based for the secondary level. The 2004 curriculum promotes interdisciplinarity, learner-centredness, and new teaching pedagogies such as competency-based and integrated approaches to teaching and learning. According to UNESCO, the curriculum of primary school teachers reflects the subjects of the basic education curriculum in 2004 (*World Data on Education*, 2010). To what extent the newly adopted Curricular Plan Course for Teacher Education (2019) is coherent with the Curriculum Framework for Basic Education (2004) needs further investigation. The interview data as secondary literature suggest that learner-centredness is translated into teaching-centredness in the lecture hall, and thus in the classroom, and interdisciplinarity is differently interpreted and enacted by teachers. They

8 For the first cycle of primary education, the admission requirements for primary school teacher training colleges were seven years (CFPP); for the second cycle of primary education, ten years of schooling were required (IMAP). At the secondary school level, teacher training was undertaken by the Pedagogical University (World Data on Education, 2010).

continue to teach individual subjects even though the subjects have been concentrated in a broader area, such as social sciences that cover history and geography. Government officials see the reason for this problem as lying in the insufficient training of teachers, as well as teacher preoccupation with content rather than subject-specific teaching methodologies.

South Africa

The current curriculum for basic education, the Curriculum Assessment Policy Statements (CAPS) (Republic of South Africa, 2014), is a specification of the Revised National Curriculum Statement (RNCS) (Government of South Africa, 2000). The curriculum is tightly framed, similar to a syllabus, and specifies what teachers must teach students in each subject area. In contrast to previous curricula, the CAPS is a predesigned, highly structured, and content-driven teaching and learning programme with prescriptive classroom activities. It covers study areas, topics and sub-topics, examples, plans, annual teaching plans, assessment activities, and resources to guide teachers, and it provides a more detailed level of specification of content. The shift of the approach, as stated in the curriculum, implies a shifting relationship between the teacher and the students, where the student is a recipient of knowledge and the teacher is an implementer (Sayed *et al.*, 2017).

Regarding the process of formulating the curriculum, it can be stated that the CAPS builds up incrementally from previous post-apartheid curricula, notably Curriculum 2005 and outcomes-based education (OBE). Currently, the government is discussing changes within one chapter of the CAPS, introducing new subjects and a three-stream model. According to the interview data, the involvement of teachers in the formulation and revision process of the current and previous curricula has not been consistent from the perspective of government officials. This perspective contrasts with the perspective of teachers' union representatives who advocate for being more involved in the formulation of policies that concern teachers. Even though government officials and teachers' union members seek closer collaboration, teachers' union representatives point out that their collaboration and involvement should not depend on donor funds; instead, the government should fund teachers' union work itself. A general concern is the frequent policy changes from the government, where teachers play not only a minor role in formulation, but also tend to be overloaded by the implementation.

The professional development of teachers is divided into ITE and continuing professional training and development (CPTD). ITE is delivered by 21 higher education institutions. Based on a bachelor's degree,

students enrol in a PGCE course or a specialisation of foundation, intermediate, or senior phase. For CPTD, SACE is responsible for its implementation, management, and quality assurance. The current policy that regulates the CPTD is the Integrated Strategic Planning Framework for Teacher Education and Development in South Africa (ISPFTED) (South African Government, 2011). A newly introduced point system serves to incentivise teachers to enrol in CPTD initiatives. According to the interview data and secondary literature, CPTD is particularly important in the South African context in which many teachers were trained under the apartheid regime (Sayed *et al.*, 2017).

South Africa faces a particular concern in terms of how the development of the curriculum and the professional development of teachers are coordinated due to the governance structure at the national level. Since the Department of Basic Education (DBE) and the Department of Higher Education and Training (DHET) have been restructured into two separate departments, the harmonisation of the curriculum and ITE, which are in the DBE and the CPTD, located in the DHET, has been rather complex to coordinate. The National Institute for Curriculum and Professional Development, not yet fully established or functioning smoothly, is supposed to bridge and harmonise some of these challenges. A further concern is that even as frequent changes in the curriculum landscape seem to inform both ITE and CPTD, teachers are overloaded with frequent but only selective CPTD measures. Moreover, interviewees pointed to the importance of enabling teachers to contextualise the curriculum in the realities of their classroom.

Following a workshop during the symposium, the participants agreed – in response to the challenges as outlined in the Appendices and the case study on South Africa – on the need to move away from "analysis paralysis" (overemphasis on testing) to delivery. They also emphasised the importance of collaboration between stakeholders, especially teachers who are the primary implementers of the curriculum. Especially the expression of teacher voices in the curriculum can enhance their internal motivation and thus the ownership of the curriculum. Teachers' intrinsic motivation to be implementers of the curriculum is a further recommendation by the workshop participants.

5. Key themes and findings

This section discusses key themes that emerged from the case studies. Particular attention is paid to the challenges surrounding teacher professional development in supporting teachers in curriculum delivery, the robustness of participation by teachers and other stakeholders in the policy formulation process, and curriculum policy implementation gaps.

5.1 Unpacking the policy process: "For teachers, by teachers, and not without teachers"

The policy process for curriculum development and for teacher professional development varied distinctly across countries. However, salient issues featured across all the countries, as discussed below.

A. Teacher involvement in policy development

Curriculum delivery, particularly in cases where the curriculum undergoes major revision as in Malawi and Ethiopia, requires effective and meaningful involvement and rigorous participation of teachers in *all* stages of policy development. Teacher involvement, as several union representatives pointed out, is critical in determining the direction and focus of professional development by teachers, as they ultimately know best what their needs are for clear and thorough delivery of the curriculum in diverse classroom contexts. Teacher involvement in different country contexts varies, as the following comments reveal. In the DRC, teachers and their associations do not seem to be involved at all, whereas teachers participate to some extent in the formulation process in the cases of Ethiopia, Mozambique, Malawi, and South Africa.

We endorse no collaboration to give our point of view. (DRC, interview, member of teachers' union, 19/09/2019)

Everything concerning teachers, it would be interesting that it goes with the trade unions. That way, it is necessary to ensure a good popularisation and the teacher feels considered because he is nevertheless consulted. He still has the opportunity to give his opinion instead of imposing something [curriculum?] as if he was a robot

and only has to run. Since he is still human [implying] that his rights are respected; for example, the right to choose the proper method to teach....Because here [in our education system], it looks like it is frozen....If you dare to do otherwise, you are told 'it is not the way to do it'. This kind of robot type and we have to get the things done that were prepared upstream, without him....So, this is the first thing, to involve teachers' organisations from the elaboration of educational policies to the management of school documents. (DRC, interview, member of teachers' union, 19/09/2019)[9]

While the first comment points to the absence of teachers in the formulation process, the second comment highlights the importance of involving teachers' unions in the process, implicitly implying their absence in the case of the DRC (teachers' union perspective).

In the case of Mozambique, the perspective of the government contrasts with that of the teachers' union. The teachers' union representative argues that teachers are involved to some extent, whereas the government officials do not see their involvement.

Teachers were apart from what was happening. This reform was [influenced] by powerful people... Moreover, because teachers did not take part in that, they were not prepared. They perceive [the curriculum] as a strange thing. Also, from my point of view, there was the argument that our education starts from scratch because our teachers were not prepared for it. (Mozambique, interview with the National Director of Teacher Training, 20/09/2019)

There has been participation and inclusion in the process of curriculum definition, namely teachers, teacher unions, national and international partners and civil society. During the public consultation, there have been constructive contributions to improving curriculum policies considering the diversity of the country through the local curriculum. (Mozambique, questionnaire from the teachers' union, 03/10/2019)

In Malawi, teachers' unions have been advocating for inclusion in the formulation process for some time, but they perceive their involvement as not meaningful, as emerged from the following comments:

9 Toute ce qui concerne les enseignants, ça serait intéressant que ça passe avec les organisations syndicales. Comme ça, il y a lieu d'assurer une bonne vulgarisation et l'enseignant se sent considéré parce qu'il est quand même consulté. Il a quand même l'occasion de donner son avis au lieu de lui imposer un truc [programme scolaire] comme s'il était un robot et n'a qu'à exécuté parce qu'il est quand même humain; quand respecte quand même les droits de l'enseignant, par exemple, le droit de choisir la méthode convenable pour pouvoir donner cour ... parce que chez nous, on dirait que c'est figé....Si tu oses de faire autrement, on te dit 'ce n'est pas comme cas que ça se fait.' Ce genre de type robot, et on a fait les organisations pour faire avaliser les choses qui ont été préparé en amont sans lui....Donc, c'est la première chose, d'impliquer les organisations des enseignants dès l'élaboration des politiques éducatives jusqu'à la gestion des documents scolaires.

Unfortunately, I may say so. So, we have been advocating for this for quite a long time here in Malawi, because curriculum made by government officials only without including the teacher's unions. And that's where we have seen a big hiccup between us, teachers' unions, and the government itself. So after noticing this gap, we had been advocating for the inclusion of the unions….When the government bowed it down and promised us, that whenever it is coming up with curriculum, teachers' union is going to be included and we are just waiting for such issues to be taking place. (Malawi, interview with the chief executive officer [CEO] of the Teacher's Union of Malawi [TUM], 30/09/2019)

We are partially involved, not meaningfully involved in the development of the issues [CPD and curriculum]. (Malawi, interview with the programme coordinator of TUM, 30/09/2019)

This concern also resonates with voices from Ethiopia, saying:

No, what [primary school teachers] do is, I mean, they are truly invited to give views. But the level of influencing the curriculum is not that too much (Ethiopia, member of a teachers' union, 16/10/2019).

Other teachers' union representatives differentiated the degrees of involvement in the formulation process, as the following group interview demonstrates:

When the curriculum is reviewed, teachers are involved. But maybe the only challenge we face is how much they are involved – only a few [teachers participate] (Interviewee X). Because for the teacher unions to say, teachers have been involved … they would want to see… It's actually the members in the national and the district committees that are directly involved in the activities. Teachers were invited at random, but they are working on their own, not as a member of a teacher union (Interviewee Z). (Malawi, group interview including a trade union member, the Deputy Director Teacher Development 27/09/2019)

From the case studies and review of the written responses, the following aspects are evident about teacher involvement in educational policy, in general, and curriculum and teacher professional development in particular:

- Teacher involvement, while catered for, is often described as "not meaningful", "patchy", and "inconsistent". In contrast with anglophone countries, francophone and lusophone countries tend to lack teacher involvement in policy formulation.

- Teacher involvement is marked by an absence of meaningful involvement.
- Teacher involvement lacks appropriate mechanisms for ensuring sustained involvement in policy formation.
- Teachers seem to be mainly associated at the later stages of the process.

While it is indeed the case that teachers and their representatives are involved, to some extent at least, in policy determination, this is often through formal structures. Furthermore, teachers are rarely involved, particularly in terms of the curriculum, as part of syllabi panels or textbook review panels.

> *The issue is how much are teachers involved in the development of textbooks. Now teachers would be involved in the implementation. But before that, they would get oriented. So, after the reorientation... I think, that's how teachers are involved ... not much (Interviewee X). Apart from the teachers ... maybe proofreading, that's the only part, but directly involving the union as such, no (Interviewee Y)....In Malawi, teachers are not functioning in the support or provision of the work of teachers. They are more handling welfare issues, e.g. salaries (Interviewee X). (Malawi, group interview including a trade union member, the Deputy Director Teacher Development, 27/09/2019)*

This review suggests that teacher involvement criteria are neither clear nor transparent, especially in terms of how teachers are involved, or why, in curricula development. This point is particularly relevant in the case of Mozambique, where the government divided the curriculum into a national and a local curriculum. Teachers are supposed to shape the local curriculum, but tend to lack the capacities to do so effectively, as this comment from a government official shows:

> *The whole curriculum is decided at the national level – the whole curriculum....How can it be a local curriculum if you do not have local expertise to transform the local knowledge in a local curriculum? It is actually written there, but it is not practical as such. Although I do not say that nothing has happened about it, it's not systematic....For this to happen, you have to empower the local level....It is still a long way to go, I think. (Mozambique, interview with the National Director of Teacher Training, 20/09/2019)*

B. Engaging teacher education providers

A key constituency that seems somewhat marginal in terms of involvement with policies around curricula development are teacher education providers, and in particular, university providers. The limited participation of such providers not only depreciates important voices in any process of curriculum revision or implementation, but also potentially yields a disjuncture between that which curriculum intends and that which teachers are prepared to deliver when they enter the classroom. Meaningful data are missing in most country cases, which may suggest that teacher education providers do not play a particularly influential role in the development of teacher policies and curricula reforms. However, in the case of Malawi, teachers are part of the subject-specific panels for shaping the curriculum.

> *In each panel, there is also a teacher educator, a representative from the Ministry of Education, a representative from the college (we call them TTI, teacher training institutions for primary and sometimes secondary), [and] a representative of the Curriculum Development Centre. (Malawi, interview with the Deputy Director in the Department of Teacher Education in the Ministry of Education, Science and Technology in Malawi, 18/09/2019)*

5.2 Curriculum framework(s): "A clear vision and holistic framework is needed"

A key aim of this study was to better understand the nature, focus, and context of the curricula for basic education across diverse country contexts. From the review, a few key themes emerged.

A. Global borrowing: 21st century skills, the Fourth Industrial Revolution (4IR), and Sustainable Development Goal (SDG) 4

At one level, all curricula frameworks resonate with broad global trends; they are replete with content intending to prepare globally competitive learners and to ensure that learners accumulate the skills to function effectively in the 21st century. Moreover, these frameworks contain references to global economic changes such as the 4IR, as in the specific case of South Africa. These modernising impulses are suggestive of curriculum coherence around an understanding of the global economy,

human capital need, and economic competition in an evolving global world, as evidenced in some of the following curricula extracts:

- In the case of Malawi, the curriculum and the education system more broadly aim to develop the potential of each and every individual and society as a whole: "*Education is a basic human right. The provision of formal education is the main contributing factor to economic growth*" (Malawi, 2009, p. 14). In this excerpt, education is not only framed as a human right, but investment in education serves to develop economic growth, which underlies the idea of human capital.
- Even if the DRC places more emphasis on the importance of a responsible citizen with high civic sensitivity, which can certainly be understood given the conflict-affected context of the country, the citizen is contextualised within the democratic state to contribute to its (socioeconomic) development, as shown in the curriculum extract below. The curriculum aims

to ensure the harmonious and quality training for the Congolese man, to make him a responsible citizen, endowed with a high civic sensitivity, useful to himself and to the society, able to assimilate his culture and the requirements of a democratic state to promote the development of the country. (Republique Democratique Du Congo, 2011, p. 11)[10]

Across all curriculum frameworks, to some degree, there is a drift towards what could be described as "child-centred education", or in other words, a global travelling policy. Yet what this means varies among countries. This lack of conceptual clarity seems to revolve around two different aspects:

- ***Child-centred education as distinct from what might be conceived as teacher-centred education***: With this, the notion is defined in the negative, by what it is not, as an attempt to distinguish from previous pedagogic approaches. Specifically, this reflects an understanding of pedagogic activity as engaging learners, involving learners, and increasing learner-teacher interaction in the classroom. In stimulating more animated classroom talk by learners, teachers (re)negotiate their positional authority in the classroom. For example, the Curriculum Framework for Ethiopian Education (2009) qualifies teaching and learning methodologies as "active learning" and "competency-based" anchored in a constructivist approach. In observing and dialoguing – the operationalisation of the active learning and competency-based approaches – teachers can consider, verify, and practise the teaching

10 D'assurer la formation harmonieuse et de qualité pour l'homme congolais, d'en faire un citoyen responsable, doté d'une sensibilité civique élevée, utile à lui-même et à la société, capable d'assimiler sa culture et les exigences d'un Etat démocratique pour promouvoir le développement du pays.

content (Federal Democratic Republic of Ethiopia, 2009, pp. 1–3).

- *A second understanding of child-centred education is the idea of curriculum as context*: In this understanding, curriculum is cast as that which is rooted in the context of the learner, the context of the locality, and the context of the country. Central to the idea of "context" are time and space, and the idea of curriculum as operating within an inherently political centring of change. As context, this notion of curriculum implies an understanding of knowledge as horizontal, as a validation of background and experience of those involved in schooling. This is referred to the notion of curriculum as relevant.

> *I think context matters. In many times we ignore context of learners, or, whatever we design, teachers must be able to contextualise it. I'm not saying that the curriculum must contextualise. Teachers must be trained to contextualise what they need to deliver….And I think those things are crucial for me, and how do we train teachers to contextualise the curriculum and at the same have the same outcome for all learners at the end of the day. (South Africa, interview with the Director of Professional Training and Development, Ministry of Education, 19/09/2019)*

Also, this conceptualisation speaks to the idea of the OBC. Malawi has adopted an OBC for primary education, while South Africa abandoned its OBC for "an active and critical approach to learning" (Sayed *et al.*, 2017) in the form of a tightly framed and content-driven curriculum. For Malawi, the curriculum explains in detail the conceptualisation of the OBC.

> *An outcomes-based curriculum is focused on learner achievement. In order that learners achieve the outcomes, they must be introduced to new knowledge in the context of their existing knowledges that they can develop new understandings as learning takes place. Therefore, the process of learning is integral to the final product. The final products are the outcomes; that is, what learners are expected to achieve in terms of knowledge, skills, values, and attitudes which must be clearly stated before teaching and learning begins. The achievements made at school, however, are only seen to be truly beneficial when the learners can transfer the achievements of life beyond the school and can view learning as a lifelong process. This is considered essential to keep pace with the changing social environment of home and work. (Malawi, 2009)*

The above establishes a tension in curricula between the notion of "knowledge as idea"' on one hand and "knowledge as place" on the other. This polarity, while largely schematised above, is also represented in

debates about knowledge as "vertical" versus "horizontal" knowledge forms that offer an alternative conceptualisation rendered as universal, global, and immutable. This debate, polarised as such, shapes arguments for and against what some call powerful knowledge and others call elitist forms of knowledge; what some refer to as reified curricula, and others refer to as adaptive and flexible curricula. The truth is that curriculum is both.

Concerning teachers as pedagogues, they are both a facilitator of learning as well as a sage that transcends the binary of child-centred versus teacher-centred approaches in their role. They are thus both the intellectual and the translator of learning in the classroom context.

While this shift is discernible in the curriculum framework, it is also accompanied by a move towards tighter regulation and framing. While varying in nature and intensity, there is a general thrust of a literacy-numeracy approach to basic education in which school and teacher are provided with strong guidance – including scripted lesson plans and pedagogic activities – to ensure that learners acquire the basics of literacy/languages and numeracy/mathematics as the core foundation. This manifests, for example, in the introduction of national reading or national literacy programmes in countries that depend on the implementation of the curriculum to enhance learner attainment in literacy/languages and numeracy/mathematics.

The organisation of how the curriculum is framed and packaged and therefore how it is realised as classroom practice relies on the different conceptions of knowledge as articulated above. Some countries, for example, place strong emphasis on subjects and those subjects as organised expressions of knowledge in schooling that represent that which is universal, that which is about the concept of idea, and therefore that which is important. To the contrary are those curricula frameworks that speak to skills and competencies as outcomes and organise curricula in knowledge forms as learning areas and topics. This speaks to the ideas of place, of relevance, and of connection.

Neither is definitively correct or true. Both reflect different ways in which one could think about curriculum in terms of knowledge and how a teacher could organise subjects.

B. Stages of curriculum design and review

What is evident from the review is that each country is at a different stage in the curriculum-delivery process. These stages can be analytically captured as including, firstly, those countries that are in the process of a major review of the curriculum with a view to substantive revision. The

second stage comprises countries that have undertaken major curricula revisions and are presently focused on delivering the curriculum more effectively. The third stage includes countries that, based on an existing national curricula framework, are modifying or revising aspects of the curriculum to address identified gaps or omissions. These three stages can be captured as follows:

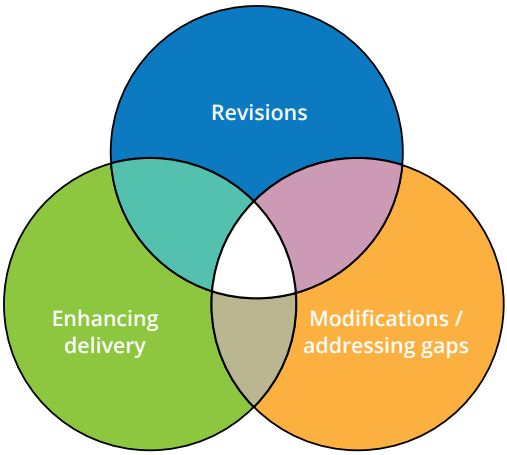

Figure 3. **Different stages in the curriculum process across different country contexts**

C. Aligning curriculum change and teacher professional development

One of the major challenges in the curriculum-development process and in effective curriculum delivery, particularly with instances where the curriculum undergoes major revisions, is the alignment of curriculum development and professional development. In many instances, it is evident that curriculum change is intense and frequent, while professional development flounders, neglected and insufficiently integrated into the planning of curricula changes, as the following comments explain:

> *The challenge which comes in is that there is not much correlation between the curriculum and what is taught in the teacher training college. (Malawi, interview with the Deputy Director in the Department of Teacher Education in the Ministry of Education, Science and Technology in Malawi, 18/09/2019)*

> *The thing is that, when you look at the curriculum of primary education or … secondary education, you will not see how the … curriculum of teacher education … tackles the curriculum in secondary [education]. I am not sure if the link is there – the alignment….In*

primary, it is a very practical training because we have the pedagogical practices along the training....At the end of the course, you have an [six-month] internship. (Mozambique, interview with the National Director of Teacher Training, 20/09/2019)

I think you have a set of policy in the Department of Basic Education. However, what is the difficulty and what we need to do better is to ensure that the initial teacher education of students happens in the same rhythm, in the same expectation that one will have from a basic education policy perspective. (South Africa, interview with the Director for ITE, DBE, 19/09/2019)

All three comments across anglophone and lusophone countries address the challenge and temporal gap between reforming curricula of basic education, and how these reforms are translated into the curricula of teacher training, and more concretely, in the teaching practices of teacher educators.

This lack of alignment adversely affects curriculum delivery, particularly in the case of ITE, as future teachers and the training they receive are not aligned with curriculum revisions and modifications. Moreover, the coverage and content of CPD made available to teachers are patchy and inconsistent and fail to include all teachers. The problem of alignment is, as noted above, due in part to the lack of meaningful involvement of teachers and their unions, as well as teacher education providers, in policy determination and discussions concerning curriculum.

D. Assessment, learning resources, and curriculum

Assessment is arguably the most important component of curriculum delivery. Whatever curriculum intends or how expansively it is understood, whom it assesses, and the consequences of such assessments determine how the curriculum is experienced in the context of the classroom. Across the diverse country contexts, it was evident that the forms of assessment, particularly in places where the focus is on assessment of learning (AoL), thwart and frustrate teachers' efforts to engender a more dialogic classroom space. It is therefore necessary to ensure that curricula frameworks pay attention to assessment, and in particular, to assessment for learning (AfL).

Where countries have sought to introduce AfL, the identified problems relate to teacher beliefs and capacity to implement a national assessment and examination system, making it difficult to realise the full potential of such an approach, especially if lacking sustained support for encouraging teachers to use AfL in their classrooms. In the South African context, for

example, government officials and teachers' union representatives have addressed the problem with an inordinate emphasis on testing which resulted from the latest curriculum revision of the CAPS. They recommend less emphasis on testing:

> *So the other thing that I also look at is that we must move away from a test-driven curriculum and the way we are doing things. We base everything on tests. Also, when we look at tests only, we miss the point of where the challenges lie. And if you look at the TELUS report and all those other things, you see that those peripheral issues are coming to the fore more and more, that while we want to achieve what we want to achieve with regards to the curriculum, we must take those things into account. (South Africa, interview with the Director of Professional Training and Development, DBE, 19/09/2019)*

Another issue apparent across country contexts concerns the availability of sufficient learning resources to ensure that teachers and learners can engage with the curriculum effectively. At a basic infrastructural level, it is clear that any curriculum should ensure that every learner has access to key resources and textbooks for the multiple subjects and learning areas that comprise the curriculum. Similarly, every teacher should have access to such resources, as well as guides and sample plans for engaging meaningfully with the curriculum.

However, in many contexts, the revision and implementation of the curriculum are not harmonised with the provision of textbooks, as the following comment demonstrates:

> *Regarding the secondary curriculum, for example, just last year, the government introduced the new curriculum, which is in use in Malawi, but the teachers' union was not included. Unfortunately, the new curriculum started to be taught in the schools, but the textbooks and other relevant teaching materials were not dispersed in schools. So as the teachers' union of Malawi, we questioned the government and we said why you have started with the implementation of the curriculum, without displaying the books first, without training teachers because, firstly, you [should] have trained the teachers. Then, you bring the teaching and learning materials, including the books. And that's when you are going to say, we start the new curriculum. (Malawi, interview with the CEO of TUM, 30/09/2019)*

Because of the diversity of country contexts, questions arose in terms of who is responsible for the production and distribution of such learning resources and textbooks. In some countries, for example, the government shoulders this responsibility through curriculum institutes, such as in

Malawi. In other cases, the majority of countries in fact, the governments outsource the production and delivery of such learning resources and textbooks to the private sector. There are clear challenges inherent in both processes. A clear framework and a tight regulatory approach are required to hold governments responsible for the smooth production and delivery of learning resources and textbooks.

E. Gaps in focus and silences: Ecological vulnerability (education for sustainable development)

The curriculum frameworks and associated learning resources reviewed in this study reveal a clear focus on what is conceived as "core" learning; specifically a focus on science, technology, engineering, and mathematics (STEM) learning. However, there are notable gaps in coverage, even if there was at least a reference to such learning. These include a focus on the following:

- ***Environmental education***: Particularly in a context of global climate change and ecological vulnerability, which disproportionately and detrimentally impact low-income countries and marginalised communities.
- ***Peace and conflict reconciliation***: Particularly with countries in or emerging from conflict. The affective forms of learning consistent with SDG 4 and a more expansive understanding of education quality, which includes a focus on the affective, seem to be either absent or given low priority, both in terms of content coverage and assessment.
- ***Skills for life and skills for relevant economic growth***: Curricula tend to be silent on these skills. The "academic" orientation of curriculum tends to crowd out a focus on practical skills designed to teach learners to engage in decent, productive employment, particularly in the "informal" economic sector in which large numbers of young people end up working early.

There are, however, a few good practices in some country contexts. For example, the 2011 curriculum in the DRC addressed environmental concerns through the following subjects: social universe and the environment, which includes geography, history, civics, moral education, and education for health and environment. For Ethiopia, creating and maintaining supportive and safe learning environments is part of the seven national standards for teachers. Environmental concerns are equally addressed in the 1994 Education and Training Policy[11], and according to the 2009 Curriculum,

11 For example, it states the need for using resources wisely with regard to the environment (p. 7: 2.1.2) and relating education to environmental and societal needs (p. 8: 2.1.5); moreover, citizens are to have a "national and international outlook on the environment" to protect natural resources as a further objective in supporting environmental concerns (Government of Ethiopia, 1994:11).

teachers are supposed to teach environmental sciences. However, it remains unclear what this subject exactly covers. In Malawi, students are taught social and environmental science from Grade 3 to Grade 8. In Mozambique, environmental concerns are part of the objectives of the curriculum for basic education. It aims to "*ensure that children, young people and adults know the environment in which they live, that is, they know the laws of nature, its community, the country and the world*" (Instituto Nacional do Desenvolvimento da Educação/ Ministério da Educação, 2004). For South Africa, environmental awareness is part of the underlying values of the CAPS, but it remains unclear how this is translated into subjects or teaching practices.

With respect to the teaching of life skills, Malawi stands out with life skills[12] taught as a distinct subject from Grade 2 to Grade 8. For lower secondary school, however, it is only an elective subject. The subject aims to "*develop students to integrate their knowledge, feelings, attitudes, values and skills to live their lives to their full potential*", including peaceful conflict resolution and entrepreneurship (Malawi Institute of Education, 2015, p. 37). In the DRC, life skills is also part of the syllabus, and, as previously pointed out, the overall aim of the curriculum emphasises the importance of a responsible citizen with high civic sensitivity, certainly understandable given the conflict-affected context of the DRC.

5.3 Teacher professional development: "Empowering teachers"

Ultimately, successful curriculum delivery requires teachers who are capable, committed, motivated, and supported. While different countries have focused on teacher development, as the review suggests, the development remains patchy and uneven. Several salient aspects emerge with relevance to teacher professional development.

A. Teacher needs as development and not regulation

It is apparent across these diverse countries that for curriculum delivery to be effective, what teachers need and want are vital, such as, for example, consideration through involvement in policy processes concerning their profession or support to teach multi-grade classes or overcrowded

12 The main goal of life skills education is to develop students to integrate their knowledge, feelings, attitudes, values, and skills to live their lives to their full potential. Furthermore, life skills education provides the student with the opportunity to develop skills and motivation to function efficiently and effectively in society. The key life skills include self-awareness, self-esteem, empathy, communication skills, interpersonal relationships, creative and critical thinking, problem solving, decision making, coping with stress and emotions, resisting negative peer pressure, peaceful conflict resolution, and entrepreneurship (MIE, 2015:37).

classrooms. Yet teacher professional development needs in general, and specifically in terms of delivery of curriculum, are often insufficiently accounted for in the planning process. Teacher voices need to be strident, louder, and clearer in the creation of professional development frameworks for educational reform. There does not appear to be any systematic process by which teachers' specific needs are rendered visible. Where systems are beginning to emerge and evolve, as in the case of South Africa, much work still remains at the level of implementation.

Furthermore, teachers evidently lack trust in the system of "needs assessment" and diagnosis, as it is unclear what purposes the systems serve and how the information is to be used. In addition, teachers often perceive such systems as tied narrowly to the evaluation of performance. Therefore, to bolster teacher trust, systems that identify teacher professional development should not be restricted to teacher performance and evaluation systems, but should privilege the function of development over and above that of appraisal. However, the identification of teacher needs should not be used as a mechanism to regulate and circumscribe teacher agency in the classroom. In South Africa, strengthening the collaboration between government entities and teachers' unions has been proposed to improve the diagnosis of the CPD needs of teachers, as the following comment shows:

If we were able to sustain and to strengthen [the teacher union collaboration], and make sure that the coordination, therefore, happens appropriately within the provinces, then, I believe it can become a platform from which we can start getting what is the professional learning needs at a grassroots level that the system must respond to. (South Africa, interview with the Director for ITE, DBE, 19/09/2019)

B. School and classroom: Sites of professional development

Ultimately, school classrooms are the spaces in which the curriculum is transacted. Teachers live and experience their professional lives in and around school. The professional development that teachers receive in support of effective curriculum delivery must therefore choose the school to be the principal site of learning. Effective professional development should not be targeted at a school but should be delivered *in* the school.

Your key agent of change in many of our schools will be the head of department in that particular school. Again, I have to say that not all our schools are equally resourced. So some schools will not even

have an HOD, never mind the principal. However, we need to look at schools where there are HODs [who] take a role as a system. So the first engagement in teacher development must be the HOD, and then your school principal must not just be a principal that sits in the office but must be true with curriculum delivery, must be in tune about how teacher development happened within the school, and then make sure that it takes place within the school, which I don't think we've achieved that yet....And then as well, to look at subject advisory services that are relevant to our schools, relevant to our teachers, that is frequently delivered. Also, that is sustained over time, and the role of ICT will be important. (South Africa, interview with the Director for ITE, DBE, 19/09/2019)

C. Linking ITE and CPD

Both due to structural reasons and to different government agencies responsible for various aspects of teacher professional development, professional development is disjointedly targeted at teachers as part of ITE, teachers who are freshly educated and newly qualified, and teachers who already have experience in teaching, as the following comments make clear:

After the teachers have graduated, after the three years, they are not arranging to have a link with the colleges, like the in-service now. Like you are graduated, you are on your own, that is it; that is for you. However, we think there needs to be some synergies. The teacher has a problem or something, but we do not have this kind of synergies. Also, we try to find these synergies. Actually, we found a good model in Uganda.... (Malawi, interview with the Director for the Department of School and Teacher Development at MIE, 18/09/2019)

Most of the things, maybe the interventions that have gone into the primary school or the practising teachers the CPD, that are happening among the teachers, most of the interventions are also given to the teacher educators so that the curriculum has been reviewed already. However, these teacher educators should have the skills that are there in the field already, so that they can already impact these ... training.... But of course, not everything, maybe we still have some gaps, but that has been the plan. Whatever intervention is happening in the system, should also go to the teacher trainers so that they gain the skills and impact them on training as they [student teachers] are coming out of college, they have these skills already. (Malawi, interview with the Deputy Director in the Department of Teacher Education in the Ministry of Education, Science and Technology in Malawi, 18/09/2019)

It is imperative that governments encourage holistic teacher policies and professional development frameworks, as in the case of Malawi for example, that integrate ITE and CPD. An integrated professional development system is systemic, ensuring that teachers are supported at different stages of their professional career; from the moment they choose to enter the teaching profession, to the point at which they leave the classroom. Not only does this necessitate targeted and differentiated support, but it requires an approach to professional development that, akin to any other profession, conceives of development as a right of all teachers. Realising this requires adequate resources and a suite of differentiated and meaningful professional development opportunities for teachers at various stages of their teaching career. Furthermore, it requires that such professional development opportunities are recognised, rewarded, and aligned to teacher career paths to provide horizontal and vertical career progression. The evolving CPD points system in South Africa provides one possible example. It also incorporates teacher councils and other similar structures that support, oversee, and regulate the provision of professional development for teachers.

D. Impact assessment of professional development

While there is evidence of numerous and varied forms of professional development, patchy and insufficient in coverage as this may be, the one notable deficiency in all the diverse country contexts is the absence of a rigorous and systemic review of the impact of teacher professional development. As such, it is difficult to determine the efficacy of professional development for effective curriculum delivery. To this end, it is necessary to establish monitoring and evaluation systems that track the efficacy of professional development for teachers, as such a system will provide guidance for the kind of professional development teachers need, as well as what works for teacher training, why, how, and under what conditions. For example, the Malawian government has introduced in its CPD framework five components, each conceptualised to support the career progression of teachers. The fifth step is dedicated to monitoring and evaluating CPD by the central government, districts, and education divisions (Government of Malawi, 2018).

E. Rethinking professional development models for curricula change: Abandoning the cascade model

One noteworthy feature of this review is the widespread and generalised (over)use of the cascade model and the training-of-trainer approach as

the default mode for training teachers in general, including for curriculum delivery. Yet, across all country contexts there is sharp dissatisfaction with this model at multiple levels, including coverage, inadequacy, and resourcing. Clearly, the cascade model is not particularly effective when it comes to curriculum delivery when the intention is to amend classroom pedagogical practices, as the following comments reveal:

> *Our worry was the level of the [training] – we were not quite sure – three-four levels what you get at the bottom there… Nobody knows the subject, the subject matters… [We quickly realised] that we had challenges like [how] to reach every corner of the country… [how to know] which key people were very good to be trained as a trainer… But it is in all our districts that we audit our primary [teachers], but some of them are not as good as others. (Malawi, interview with the Director for the Department of School and Teacher Development at MIE, 18/09/2019)*

> *The last person to be trained has [got] only half of the training… In other words, the information which goes to the first teacher, does not get to the last teacher. (Malawi, interview with the CEO of TUM, 30/09/2019)*

This review establishes the need to rethink the cascade model to ensure that training provided to teachers is ongoing, includes all teachers, is aligned to what teachers need, and relates to teachers' beliefs and values for education. The better alternative is a dialogic model of professional development rooted in the existing realities of teaching and offering on-site classroom support, as that is where teachers practise their craft.

F. Leveraging technology for professional development

Technology for professional development concerning curriculum delivery is raised as a possible solution to the challenges of access and coverage. Technology can not only support the identification of teachers' needs but also provide coverage in less accessible and more remote areas. Yet, technological effectiveness relies heavily on the necessary infrastructural conditions, such as access and availability to computers and the Internet, as well as on the capacity of providers of teacher professional development and the teachers themselves to harness these new forms of technology. In this respect, it is evident that the widespread utilisation of Smartphones provides a possible avenue for ongoing and regular teacher professional development to support curriculum implementation.

> *And I think, the technology that emanates from the new Fourth Industrial Revolution, the developments, connectivity, digitisation,*

and all those things is probably some of the ways that we need to start investing in it in order to, to get closer to your teachers. And I think this phone call today is perhaps a good example. To what extent technology can be used to provide support and advice to teachers because currently, I don't think in all the areas of our country, we do it effectively. I think there are areas where there's just not enough resources to get to our teachers, I think. [Having said this], I'm a firm believer that the first level of support to a teacher resides at school. (South Africa, interview with the Director for ITE, DBE, 19/09/2019)

5.4 Effective coordination and synergies: "Breaking the silos"

For many governments, activities relating to the curriculum and those relating to professional development are organised separately. Different divisions, branches, and units within an educational department deal with these various matters. The technical organisation of how governments carry out their functions is not in and of itself a problem. The key challenge, however, is the synergies between the two. In this respect, the review identified significant gaps, including the alignment of curriculum changes and implementation of teacher professional development, as is the case in most of the countries reviewed.

Furthermore, there are often problems with synergies between government departments, as is the case in South Africa, for example, where a separate branch of higher education deals with ITE, while the DBE is charged with the responsibility for teacher professional development for those who are already practising as teachers. In such cases, the professional development received by the prospective teachers is not aligned to that of the experienced teachers. This chasm stymies efforts to create a coherent and systematic professional development framework, as is the case with the ISPFTED. Unfortunately, it creates a fragmented context in which curriculum changes as envisaged in basic education are not carried along and implemented in ITE.

I think the challenge is that I observed in the department when I arrived is that I don't know if you will know how [the] national Department of Education is designed in different branches and … different parts of curriculum are located in different branches. So you have assessments sitting in a particular branch, you have curriculum sitting in a particular branch, you have the [ITE] training sitting in a particular branch, and you have myself responsible for continuous professional development of teachers. That is where I am; the curriculum people are far from me. (South Africa, interview with the Director of Professional Training and Development, DBE, 19/09/2019)

This schism between different government departments also impacts stakeholders, with the teachers' union representative in South Africa describing one branch of government as "anti-union" while noting the efforts at involvement by another. Clearly, in this instance, lack of coordination between government departments adversely impacts meaningful engagement in policy by teachers and teachers' representatives.

A further challenge of synergy includes, as noted above, engagement between the government and other stakeholders. Non-government stakeholders are neither sufficiently aware of nor involved in curriculum change and delivery and, because of this, struggle to understand what the government intends. An example includes when the government introduces major changes, such as changes in assessment, and many parents and teachers do not understand *why* the change is necessary.

Fostering synergies between various stakeholders and breaking down silos between and within the government, as well as between the government and other stakeholders, are likely to provide fertile ground for effective curriculum delivery. For South Africa, teachers' unions and the government have discussed a trade union collaboration scheme for the professional development of teachers, which has the potential to improve not only their collaboration, but the quality of the in-service training offered.

> *The collaboration model [the trade union collaboration scheme for professional development], as I said, at the beginning, is a good one [but] it needs to be continuous [and] we need to create some way to ensure that the department begins to appreciate that is not an aid based, it is a mandate or a teacher professional development, because [it is] based on a collective agreement. (South Africa, interview with the General Secretary of the South African Democratic Teachers Union [SADTU], 28/09/2019)*

The National Institute for Curriculum and Professional Development, which the South African government established in conjunction with the existing SACE, provides a potential example of a mechanism that allows for clearer articulation between various governmental branches, as well as between different stakeholders, particularly teachers and their representatives.

> *And in there, you have the National Institute department….All the things that I mentioned here are the responsibility of the institute to look at those intensively and work out plans to face it from the Institute. Because I really believe that this institute has the opportunity to change the educational landscape. But it is how we change things and how we utilise the experiences in different schools. (South Africa,*

interview with the Director of Professional Training and Development, DBE, 19/09/2019)

The creation of synergistic mechanisms is only a starting point. These need to be animated to operate dynamically to maximise the space of participation in which to create synergies. In this respect, beyond routine involvement in existing formal structures, teachers and their representatives must find room to engage with policy on a regular basis. A vibrant democratised system of curriculum delivery and teacher professional development is much more than the mere existence of multiple formal mechanisms; it is also about how they are animated in their functioning.

5.5 Context matters at all levels: "Where you are determines what you get, and when and how"

Effective curriculum delivery – dialectical and aligned to the necessary teacher professional development – suggests that this is neither a simple nor linear process from intention to implementation, but is a bit messier, frequently resulting in unintended, contradictory, and contested outcomes. The way the curriculum is delivered should therefore accommodate diverse and multiple individual, socio-spatial, and community contexts. Context matters for effective curriculum delivery, be that the context of the country, locality, school, or the learner. A "one-size-fits-all" model of curriculum and teacher professional development is therefore unlikely to provide equal access to quality learning for each learner. The following comment points to context-specific challenges, such as overcrowded classrooms, which are usually not addressed through CPD programmes.

However, the issue of teachers is that there are too many interventions in schools … and teachers are suffering from intervention fatigue….Teachers must also be trained on how you deal with that overcrowded classrooms. There are many interventions, but that that the intervention is diverse….My issue is that I say to somebody overcrowding, for example, I didn't come across anything that speaks to the interest of overcrowding to teaching and learning. (South Africa, interview with the Director of Professional Training and Development, DBE, 19/09/2019)

5.6 It is all about implementation: "Curriculum should not arrive like thunder"

Context matters, as noted above, and no more than when it comes to implementation. Sound and robust implementation of the curriculum is adaptable and flexible while retaining a consistent focus on the key ambitions. Effective implementation ensures that the gap between policy and outcome is narrowed or even closed entirely. Yet in many countries this is unfortunately not the case.

In the case of the DRC, as noted earlier, a teachers' union representative emphasised the importance of involving teachers in the formulation, implementation, and evaluation of education policies, as both the extensive comments below illustrate convincingly.

Secondly, the education system needs adequate financial resources and efficient coordination mechanisms with development agencies (*partenaires*) and other stakeholders. The interviewee considered support by international partners important; for example, the World Bank or the International Organisation of Trade Unions, incorporating international standards that have demonstrated quality improvement elsewhere. However, he also pointed out that teachers are not at the same level as national and international experts in the negotiation process. Teachers would therefore benefit from capacity building by visiting teachers in other contexts.

This statement resonates with the view of a teachers' union member in South Africa, pointing to the overload of teachers when it comes to frequent changes in the curriculum without providing the necessary conditions such as training and learning resources.

> *It's our desire to change the apartheid landscape, and the power relations through the curriculum, we could learn how that we could implement. At the implementation level, we think there's an overload… on the teachers… so in other words, there's no piloting that can give us some breather and learn lessons around that. So it's just like, okay, fine, we're just going to do everything, and that overload creates a situation where the teachers end up not owning the changes, and that [has an] impact on the outcome moving forward… At the end of the day, the issue was that how do we implement them to have an impact on the entire curriculum, it was the issue of, again, not having adequate training, not having adequate material, to be able to implement the new order revised section of the curriculum. And the curriculum is still undergoing some transition now, in terms of Chapter Four of CAPS, because it is an overloading; teachers are not able to*

do all those particular activities that are required... As a union, we are not against any revisions, it is only that we are saying when there is a revision, make sure that the implementation is piloted, so that we learn the lesson, then we're able to be having an impact on the entire curriculum rather than to have a whole thing, implementation, with no resources. And then you come back and revise the revised, because you did not implement it in a manner that you would have loved to implement it. And that causes anxiety in the teachers, that causes demoralisation of the teachers, and the people say, there's too much curriculum changes. (South Africa, interview with the General Secretary of SADTU, 28/09/2019)

Following on from the provision of particular conditions for the successful implementation of curricula, notably the CPD of teachers, the General Secretary of SADTU pointed out the necessity of governments budgeting for in-service training instead of relying on aid, as is the case in almost all other case studies.

For the department to improve the relationship between us and them, if they can change their political outlook in terms of who must fund teacher development, we'll be very happy. Because we don't believe it's an aid issue. We believe it is a responsibility of the government to do that. The teachers just do it on their own. And because they have got the desire to improve their knowledge ... the department has the responsibility to support it. (South Africa, interview with the General Secretary of SADTU, 28/09/2019)

Key challenges for effective implementation include:

- meaningful involvement of teachers and their representatives in policy development;
- coordination and synergy between and within government departments;
- effective and relevant teacher professional development;
- failure to pay attention to context;
- lack of alignment between curricula change and timely provision of textbooks and guides for teachers; and
- unsustainable funding for teacher professional development through donors instead of governments.

The review reveals how approaches to curriculum development, such as the introduction of child-centred education, stand in stark contrast to school realities, including, but not limited to, large class sizes, inadequate and insufficient learning resources, and learner diversity.

To address some of these challenges, particularly relating to implementation, the subsequent section turns its attention to lessons learned and possible strategies for moving forward.

6. Lessons learned

This section, identifying key lessons learned from the review, provides practical considerations for action policymakers, teacher education providers, practitioners, teachers' unions, and other civil organisations associated with teacher professional development and curriculum delivery, recognising the diversity inherent in various country contexts.

Drawing from the key themes and challenges discussed in the previous section, four possible options for change and action are offered to enhance teacher professionalism in delivering curriculum effectively and ensuring equitable and quality learning for all, particularly for the marginalised.

6.1 Creating a vision and agreed framework for the curriculum

A successful curriculum framework, underpinned by a shared, consensual vision, is critical for equitable and quality education for all. Such a vision must address knowledge that is deemed desirable, the development trajectory of the country, and that which is valued and meaningful within each country's educational system.

A powerful vision of what the curriculum seeks to achieve should motivate and animate the writing of the desired syllabi, the textbooks and learning resources produced, the professional development opportunities made available to all teachers, and the ways in which learning is organised in schools.

Three questions frame the generation of curriculum vision:

- What should every school learner know for the 21st century?
- What desirable disposition, knowledge, and skills must teachers possess to effectively deliver learning for the 21st century?
- What contextualised teaching and learning approaches are valued?

These and several other questions provide the foundation upon which curricula are developed and revised. But these are intensely political and societal concerns and as such should surface only after meaningful dialogue with all stakeholders, particularly teachers and their representatives.

6.2 New paradigm of professional development for effective curriculum delivery: Development as contextualised and grounded learning

Models of professional development that are available to teachers often ignore context; are delivered in ways that are not conducive to successful teacher learning; are provided for without due consideration of teacher needs; and tend to be episodic, sporadic, and patchy, with minimal engagement in terms of ongoing support. A new approach to professional development is needed – one that conceives of development as "learning". Framing professional development as "learning" privileges the idea of teachers as members of a profession worthily engaged in the continuous development of skills and knowledge throughout their professional career. This frames development as within the agency of teachers who not only identity what they need, but also identify what is appropriate to their own learning.

A model of professional development as "learning" privileges the teachers and is an approach in contradiction to the present "supply-driven model" of professional development. In this regard, Sayed (2018) argues that such professional development is likely to be a successful driver of curriculum reform and delivery if it is allied as follows:

- *Restructuring*: Changing the "organisational architecture" of schooling such that there is a targeted and bullish focus on equitable teaching and learning as the essential element of schools, to reinforce the idea that schools are essentially tasked to ensure that learners are learning and that this learning can be demonstrated. Changing the organisational architecture is also about ensuring that schools in particular and educational systems more generally are committed to providing a conducive teaching and learning environment. Providing professional development for teachers will not in itself necessarily improve the quality of teaching if those who undergo training return to schools that are administratively and organisationally dysfunctional, with teaching taking place in overcrowded classes and without the appropriate supportive infrastructure.
- *Resourcing*: When education budgets are squeezed, there are very few resources available for professional development. However, there is a compelling reason for prioritising resources for professional development. When teacher salaries consume a large proportion of the budget, then maximising this resource through professional development is imperative and makes economic sense. Devolving professional development funds to schools is

to place resources where they can be used effectively. However, if school organisational norms do not prioritise professional development, then it is unlikely that this will be an effective strategy.

- *Reform*: A systemic process of educational reform is necessary, in which professional development, conceived of as a collective good, is aimed at improving the conditions for teaching and learning in all schools. In this respect, each country must conceptualise professional development in a way in which maximising individual teachers' professional growth becomes integral to the public education system.
- *More reform*: Changes are required for how the education system is governed and managed. A key solution in this regard is that district and provincial levels are tasked with identifying priorities for professional development. Moreover, they need to assume an active role in monitoring professional development and in overseeing activities at each school.
- *Rewards*: An incentive structure that rewards individual teachers but does not atomise the work teachers do and militate against system improvements will help. What is required is a system of incentives with clear mechanisms to reward individuals and promote collective improvements in educational performance.
- *School based*: Professional development that is tied to the place in which the work is carried out makes development real, thereby promoting activities that give teachers the opportunity to share problems, to improve their workplace experiences, and to develop approaches that might work in dealing with the learning problems that learners experience in school.

Such a model of teacher professional development is underpinned by the principle that "geography must not impinge on delivery and availability". In other words, where a teacher is teaching should not constitute an unfair burden for accessing relevant learning resources and opportunities. Furthermore, it requires the active engagement and involvement of teachers and their unions in professional development. This could be achieved in several ways:

- As an example, the South African teachers' unions are actively supported by resources to enable such associations to deliver professional development to their members. The Trade Union Collaboration agreement that the South African government has secured with trade unions is a commendable model to explore – provided both parties remain committed and that regular funds for sustainability are made available.
- Countries must leverage technology, in collaboration with locally

based subject advisors and school supervisors, to provide professional development for those teachers in remote and hard-to-reach locations. Teachers must be the drivers of professional development in terms of what is most needed and how this is best delivered, essentially letting teachers determine the help they receive. Such a system, requiring maximum flexibility, must be highly adaptable to diverse contexts. Managing this would require an educational governance system with the capacity and willingness to manage a complex system.

6.3 Holistic curriculum reform and implementation

Whatever the intentions of the curriculum, and however comprehensive the professional development framework for teachers is, implementation is the glue that binds policy intentions to classroom realities and ambition with outcome. Paying attention to how the curriculum is delivered and how professional development is provided on the ground is imperative. Poorly implemented curriculum and professional development is the common refrain from both government and unions in all the countries reviewed. As there are only a few examples of successful curriculum delivery and reform, there are certainly lessons to be learned:

- *Pacing curriculum reform and modification*: Where major curriculum reforms are undertaken, or even in instances of minor modification, reforms need to be paced such that the necessary systems, procedures, and awareness are in place prior to reform. For example, the "failure" of OBE is due in part to insufficient resources, inadequate training, and meagre teacher understanding. However, on the other hand, incremental changes and additions should not be grafted onto existing curricula, as it will result in an "overcrowded" curriculum or increasing teacher workload. Modifications need to be managed such that they are integrated into an existing curriculum, not simply "added on".
- *Backward mapping*: The realities of teaching and learning in diverse contexts should be the starting point of any form of curriculum revision or modification. In fact, the starting point of any reform should be to understand exactly what exists on the ground, what can be changed, and how this is then backwardly mapped onto a curriculum and teacher professional development policy. The respondents in this review often referred to the "groundedness" and context of teacher experiences, suggesting not only a disconnect from what they perceived that policymakers actually do, but articulating a hopeful

conception of policy and practice in which teaching and learning in the classroom are given precedence in terms of how policy is framed.

- *Addressing the curriculum-professional development time lag*: Urgency and rapidly changing global contexts are invoked routinely and frequently in curriculum reform efforts. Yet the gap is the policy lag and arguably a policy drag, as preparing future teachers and experienced teachers for such changes takes time. Additionally, ensuring that there are necessary resources and textbooks also takes time, as publishers and textbook writers need to produce new and revised resources. Efforts for curriculum reform should be planned in such a way that implementation is paced and, in some instances, even delayed until the necessary foundational conditions have been met.
- *Policy communication*: Policy communication is often overlooked. Curriculum reforms of any type impact critically on what teachers and society in general believe and value about their work. Ongoing, robust, and effective policy communication that clearly explains what curriculum is about is therefore a necessary element of any curriculum review process and should continue well after the introduction of any change.
- *Developing synergies and coordination*: As noted above, a key challenge is coordination and synergy between government departments and between governments and stakeholders, particularly teachers and their representatives. In this respect, it is important that there are synergistic mechanisms to coordinate policy and implementation between and within government, as well as with stakeholders, and that such mechanisms allow room to engage with policy on a regular basis. A vibrant democratised system of curriculum policy development and delivery, as well as teacher professional development, is key to effective policy implementation.
- *Overcoming innovation and intervention fatigue*: Understandably, any curriculum should be responsive to social and global changes and needs. Yet this imperative must be tempered by the realities of teachers who experience frequent changes as "burdens" and suffer "innovation fatigue". The policy ambitions of policymakers should be carefully calibrated to ensure that reforms, where necessary, are introduced in ways that allow schools, teachers, and learners some adjustment time to accommodate everyday routines and practices while the "new" is being introduced.

6.4 Teacher wellbeing

Teaching and teacher wellbeing are key to delivering a curriculum that provides for equitable and quality learning for *all*. Teachers as active agents are part of a system-wide approach to the transformation of the education system, which ideally provides learning experiences that enable learners to be economically productive and critical citizens and able to work toward their own growth and social transformation. However, it is important to ensure that the expectations placed on teachers are realistic, that their wellbeing is privileged, and that they are supported so their work within the educational system is effective and functional. Moreover, teachers need supportive infrastructure and readily available resources in the classroom to teach optimally.

Underpinning the agency of teachers is acknowledgement of a value-driven, ethical approach to teaching. In this conceptualisation, teachers are framed, when given the right support, as capable of developing their professional capacity with reflexivity, reason, and judgement to build the professional teaching body so pivotal to educational outcomes. More importantly, as a value-driven activity, the teacher critically engages in transforming society, making this world fairer and more just.

6.5 Social dialogue

Of the noteworthy insights that emerged from this review, the need for meaningful, ongoing, sustained, and rich social dialogue between the government on one hand and teachers and their representatives on the other is striking. Arguably, the absence of social dialogue explains many of the failures of implementation and curriculum delivery and the widening disconnect between the worlds of policymakers and classroom teachers. To close this gap, government and teachers' unions must find strategies:

- To institutionalise mechanisms of social dialogue in the education systems that speak not only to the working conditions of teachers, but also to their work itself as professionals. Examples of such mechanisms of social dialogue are evident in most country contexts, although the efficacy is questionable.
- To explore modalities of teacher engagement beyond formal structures such as teacher councils and teacher commissions. This could be in-school staff meetings that are not purely administrative; governance structures at the school level such as PTA/SMC, which

routinely pay attention to matters of teaching and learning; and professional learning communities by and for teachers but which are fully supported. Creating multiple points of teacher engagement requires an education system that recognises and applauds efforts, including, but not limited to, the provision of resources.

- To incentivise teachers for productive and meaningful engagement in determinations about the curriculum and other aspects of education that have a direct bearing on what teachers do in the classroom daily. For example, this might include offering teachers release time for engagement in such activities as part of their regular working arrangement.

While many of the lessons learned suggest a potential, positive way forward for effective curriculum implementation, we recommend a number of necessary and enabling conditions to ensure that intentions are transformed into realisable implementation strategies and actions. These include the following:

- *Political will*: Political will, coupled with a progressive bureaucracy invested in change, must be linked to effective curriculum delivery. Political will is demonstrated in leadership that places transformative social cohesion at the heart of system-wide reform for improving education quality. Such leadership needs to work across the government and in provincial and national departments of education to develop proactive strategies of education redistribution in favour of the marginalised.
- *Shared consensus and participation*: For the sake of policy efficacy, key stakeholders must be committed to and involved in policy efforts that promote peace and social cohesion. In this regard, the voice and agency of social movements and civil organisations are critical to holding governments, institutions, companies, and actors accountable.
- *Mutual trust and binding behaviours*: Policies, action plans, institutional reconfigurations, targets, and indicators are all vital for curriculum delivery. However, none of these will matter if individuals and groups do not trust each other or hold each other accountable for agreed-upon actions. Mutual trust and binding behaviours by groups and individuals are the basic building blocks of a transformative social justice agenda.
- *Active civil society*: Formulating and implementing effective policies is an important step towards effective curriculum. However, the efficacy of reform relies on a vibrant and active social society that holds political leaders, policymakers, schools, and teachers as education providers to account for their actions. To this

end, it is necessary that civil society and its organisations are empowered to ensure that those who are assigned to act on their behalf actually listen to concerns and act accordingly.

- ***Capacity***: Realising laudable policy intentions relies on the aggregate capacity of the system to manage and monitor these intentions. Aggregate capacity rests on the knowledge, skills, and dispositions of actors, which include national, provincial, regional, and district officials, school leaders and teachers, and school governance members. The propensity to act and to implement reforms requires targeted and focused professional development programmes that empower these actors.

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Appendices

Appendix 1: Interview schedule

Interview schedule for education policymakers and teachers' union representatives involved with or in charge of teacher professional development

Introduction

This interview is part of a comparative case study on teacher professional development in relation to the curriculum. The study is framed by a focus on the interrelationship between teacher professional development and curriculum seeking to understand the relationship between **teacher professionalism and curriculum in Africa**. It focuses on five selected countries – DRC, Ethiopia, Malawi, Mozambique, and South Africa – covering primary school and lower secondary schooling. Further information can be found in the synthesis report outline.

Conduct of the interview

The interview will last up to 45 minutes. The interview will address questions about the aim and content coverage of the curriculum, as well the policy development process. It will then explore how Initial Teacher Education (ITE) and Continuing Professional Development (CPD) relate to the curricula frameworks and how the providers of ITE and CPD are involved in supporting teachers to deliver the curriculum.

The interview, with your agreement, will be recorded, and where appropriate, we will use quotes from the interviews in the final report.

Interview questions:

1. Can you explain your role, in particular how you are involved in the professional development of teachers?
2. Can you briefly explain the curriculum for primary and lower secondary education in your country and how it is received by teachers?

3. What is the role of teachers and/or other stakeholder in formulating the curriculum framework and teacher education policies?
   a. What are the challenges which you have identified in this process?
4. How are teachers supported/ trained to deliver the curriculum effectively in the classroom both during initial teacher education (ITE)/pre-service and through the continuing professional development (CPD)?
   a. What are the challenges in the process?
5. What are problems/challenges you have identified between the curriculum delivery and teacher education and training?
6. What are the one or two things which you would like to see changed/improved in helping teachers to deliver the curriculum?
7. What else do you wish to share about the professional development of teachers in relation to the curriculum?
8. If applicable, could you share the latest document on teacher education and training and/or the curriculum framework for basic education?
9. If applicable, could you name a further person in charge of curriculum development or teacher education and training respectively?

Guide d'entretien pour des décideurs politiques et des représentants des syndicats d'enseignants impliqués/en charge du développement professionnel des enseignants

Introduction

Cet entretien fait partie d'une étude de cas comparative sur le développement professionnel des enseignants par rapport au programme d'études. L'étude met l'accent sur l'interrelation entre le développement professionnel des enseignants et les programmes d'études cherchant à comprendre la relation entre **le professionnalisme des enseignants et les programmes d'études en Afrique**. Il se concentre sur cinq pays sélectionnés: Afrique du Sud, RDC, Éthiopie, Malawi, Mozambique, couvrant l'école primaire et le premier cycle de l'enseignement secondaire. Vous pourriez consulter le plan du rapport de synthèse pour plus d'informations.

Conduite de l'entretien

L'entretien durera 45 minutes au maximum. L'entrevue portera sur des questions relatives à l'objectif et au contenu du programme d'études, ainsi qu'au processus d'élaboration des politiques. Elle explorera ensuite comment

la Formation Initiale des Enseignants (FIE) et le Développement Professionnel Continu (DPC) se rapportent aux programmes d'études et la manière dont les fournisseurs de formation FIE et de DPC aident les enseignants à dispenser le programme d'étude.

L'entretien, avec votre accord, sera enregistré et, le cas échéant, nous utiliserons des citations tirées des entretiens dans le rapport final.

Interview questions

1. Pouvez-vous expliquer votre rôle et en particulier votre responsabilité dans le développement professionnel des enseignants?
2. Pouvez-vous expliquer brièvement le programme d'études pour l'enseignement primaire et secondaire (premier cycle) dans votre pays et comment il est reçu par les enseignants?
3. Quel est le rôle des enseignants et/ou des autres parties prenantes dans la formulation du programmes d'études et des politiques de formation des enseignants?
   a. Quels sont les défis que vous avez identifiés dans ce processus?
4. Comment les enseignants sont-ils soutenus/formés pendant la Formation Initiale des Enseignants (FIE) et par le biais du Développement Professionnel Continu (DPC) pour dispenser efficacement le programme d'études dans la salle de classe?
   a. Quels sont les défis dans le processus?
5. Quels sont les difficultés ou défis que vous avez identifiés entre la fourniture du programme d'études et la formation initiale et continue des enseignants?
6. Quelles sont les choses que vous aimeriez voir modifiées/améliorées pour aider les enseignants à dispenser le programme?
7. Qu'aimeriez-vous dire de plus sur le développement professionnel des enseignants en relation avec le programme d'études?
8. Le cas échéant, pourriez-vous partager le dernier document sur la formation des enseignants et/ou le programme d'études pour l'éducation de base?
9. Le cas échéant, pourriez-vous nommer un autre responsable du développement du programme d'études ou de la formation continue des enseignants?

Interview schedule for education policymakers and teachers' union representatives involved with or in charge of teacher professional development.

Introduction

This interview is part of a comparative case study on teacher professional development in relation to the curriculum. The study is framed by a focus on the interrelationship between teacher professional development and curriculum seeking to understand the relationship between teacher Professionalism and curriculum in Africa. It focuses on five selected countries – DRC, Ethiopia, Malawi, Mozambique, and South Africa – covering primary school and lower secondary schooling. Further information can be found in the synthesis report outline.

Conduct of the interview

The interview will last up to 45 minutes. The interview will address questions about the aim and content coverage of the curriculum, as well the policy development process. It will then explore how initial teacher education (ITE) and continuing professional development (CPD) relate to the curricula frameworks and how the providers of ITE and CPD are involved in supporting teachers to deliver the curriculum.

The interview, with your agreement, will be recorded, and where appropriate, we will use quotes from the interviews in the final report.

Interview questions

1. Você pode explicar sua função e, principalmente, como você está envolvido no desenvolvimento profissional dos professores? (Can you explain your role, and particularly how you are involved in the professional development of teachers?)
2. Você pode explicar brevemente o currículo do ensino fundamental e o ensino médio no seu país e como ele é recebido pelos professores? (Can you briefly explain the curriculum for primary and lower secondary education in your country and how it is received by teachers?)
3. Qual é o papel dos professores e/ou outras partes interessadas na formulação da estrutura curricular e das políticas de formação de professores? (What is the role of teachers and/or other stakeholder in formulating the curriculum framework and teacher education policies?)
    a. Quais são os desafios que você identificou nesse processo? (What are the challenges, which you have identified in this process?)

4. Como os professores são apoiados/treinados para ensinar o currículo de maneira eficaz na sala de aula, tanto durante a Formação Inicial de Professores (ITE sigla em inglês)/pré-serviço quanto através do Desenvolvimento Profissional Contínuo (CPD sigla em inglês)? (How are teachers supported/trained to deliver the curriculum effectively in the classroom both during initial teacher education (ITE)/pre-service and through the continuing professional development (CPD)?)
   a. Quais são os desafios nesse processo? (What are the challenges in the process?)
5. Quais são os problemas/desafios que você identificou entre a entrega do currículo e a formação e treinamento de professores? (What are problems/challenges you have identified between the curriculum delivery and teacher education and training?)
6. Quais são uma ou duas coisas que você gostaria de ver alteradas/melhoradas para ajudar os professores a aplicar o currículo? (What are the one or two things which you would like to see changed/improved in helping teachers to deliver the curriculum?)
7. O que mais você gostaria de compartilhar sobre o desenvolvimento profissional dos professores em relação ao currículo? (What else do you wish to share about the professional development of teachers in relation to the curriculum?)
8. Se possível, você poderia compartilhar o documento mais atual sobre a formação e o treinamento de professores e/ou a estrutura curricular da educação básica? (If applicable, could you share the latest document on teacher education and training and/or the curriculum framework for basic education?)
9. Se possível, poderia nomear outra pessoa encarregada do desenvolvimento do currículo ou da formação e treinamento de professores, respectivamente. (If applicable, could you name a further person in charge of curriculum development or teacher education and training respectively?)

Appendix 2 : Major policies, policy processes, and policy gaps

Table A1. **Major policies, policy processes, and policy gaps**

Burkina Faso		
Major Policies	Strategic Development Programme for Basic Education adopted for 2012-2021 Education and Training Sector Plan / Programme sectoriel de l'éducation et de la formation (PSEF 2017-2030)	
Policy process	**Government**	The programmes and policies were developed in a participatory manner with the involvement of trade union organisations and civil society organisations. The only downside is that this involvement took place in the pre-validation and validation phases.
	Union	
Policy gaps and recommendations (if applicable)	**Government**	• Unqualified teachers in private schools • Overall low motivation of teachers • Insufficient resources allocated to the implementation of policies
	Union	

Ivory Coast		
Major Policies	Sectorial plan Education/Training 2016-2025 focusing on SDGs	
Policy process	**Government**	The school curricula are written by general inspectors and inspectors of secondary schools, and by pedagogical counsellors of primary and secondary schools. The teachers of the National Teacher Training College, the inspectors of primary schools, and in-service teachers are involved in the writing the school curricula in the National Pedagogical Committee.
	Union	
Policy gaps and recommendations (if applicable)	**Government**	• Continuous professional development (CPD) needs improvement – the government currently elaborates on a national reference document for CPD • The current curricula do not deal sufficiently with the 21st century • The government is working on a common core document of knowledge, competencies, and culture for middle and high schools to address this
	Union	

Madagascar

Major Policies	Sector Plan for Education (2018-2022)	
Policy process	**Government**	A review of the curriculum is currently in progress focusing on: • designing new curricula and textbooks • providing textbooks to students • providing guides and documents and portfolios related to curriculum • dispatching curriculum in the administration • implementing the curriculum; and • achieving and framing
	Union	
Policy gaps and recommendations (if applicable)	**Government**	• The absence of sustainable organisation and systematic training plans for CPD (national and regional level) lead to serious limitations • Two types of training corresponding to the priority objectives of the national strategy: i. upgrading training aimed at strengthening the academic knowledge of the weakest teachers ii. establishing training required for the reform implementation
	Union	

Kenya

Major Policies	• Basic Education Curriculum Framework (BECF) • Basic Education Act in 2013 • Sessional Paper of 2015	
Policy process	**Government**	The school curricula are written by general inspectors and inspectors of secondary schools, and by pedagogical counsellors of primary and secondary schools. The teachers of the National Teacher Training College, the inspectors of primary schools, and in-service teachers are involved in the writing the school curricula in the National Pedagogical Committee.
	Union	
Policy gaps and recommendations (if applicable)	**Government**	• Supervision of principals and head teachers on financial management • Propose to have a manager who is not a teacher • Requirement for teachers to return to college to train in new approaches on curriculum delivery • The need for principal or head teacher to be instructional leader
	Union	• A country-wide study has shown that teacher preparedness for the new curriculum is insufficient • Competency-Based Curriculum (CBC) is only feasible if a teacher does not need to handle more than 40 students (currently, 80 on average).

Malawi		
Major Policies	• National Education Sector Plan • National Education Standards for Teachers • CPD Framework • Education Act and the Education Sector Implementation Plan II	
Policy process	**Government**	Currently, the Ministry of Education is revising the National Strategy for Teacher Education; replacing the 2008 one. National curriculum frameworks are developed by the Malawi Institute of Education in collaboration with the Ministry of Education: • Primary school curriculum • Secondary school and • Initial primary teacher education • These are developed with full involvement of the target level of teachers, Ministry of Education officials, and the universities.
	Union	Policies are piloted by the government of Malawi through the Ministry of Education Taskforce which has the duty of leading the development process consultation meetings with various stakeholders, including teachers and their representatives.
Policy gaps and recommendations (if applicable)	**Government**	• Malawi lacks structured in-service support systems to continuously support teachers. Currently, the Ministry of Education is in progress, through improving secondary school education in Malawi, to come up with structured support for secondary school teachers with support from the European Union. • An overall concern seems to be the project-based approach to CPD through donor-funding, which is neither systematic nor sustainable.
	Union	In the policy-formulation process, teachers' voices are not adequately captured because very few teachers are reached through the consultations. The Ministry should ensure that union leaders are part of the task force but they should also increase the number of teachers they involve in the consultation meetings. Teachers are not being fully equipped for changes in the system before these changes are introduced. For instance, Malawi's school curriculum was changed recently; however, teachers were not prepared for this change as they lack teaching resources.

South Africa

Major Policies	• National Development Plan (Vision 2030) • Action Plan to 2019 • Revised Policy on Minimum Requirements for Teacher Education Qualifications • Integrated Strategic Planning Framework for Teacher Education and Development (ISPFTED) & Master Plan • National Policy Framework on Teacher Education and Development (2007) • Public Administration Management Act (2016)	
Policy process	**Government**	The ISPFTED was launched in 2011 to improve and expand teacher education and development opportunities for better quality of teaching and learning in schools. Involved stakeholders: national and provincial education departments; the national teachers' unions (the South African Democratic Teachers' Union, the National Professional Teachers' Organisation of South Africa, the Suid-Afrikaanse Onderwysersunie / South African Teachers' Union, Professional Educators' Union, the National Teachers' Union); the Education Labour Relations Council; the South African Council for Educators; the Education, Training and Development Practices Sector Education and Training Authority; and the Higher Education South African Education Deans' Forum.
	Union	
Policy gaps and recommendations (if applicable)	**Government**	Framework through which teacher development needs are identified and collated and training programmes developed in accordance with the needs. Strengthening CPD at school level, particularly the role of the school principal as curriculum manager.
	Union	• Lack of inclusive processes: Continuous change without consultation – Three Streams Model: languages, robotics, and coding • Quality of initial teacher education (ITE) • Lack of alignment, synergy, and continuity in curriculum changes • Introduction of the Three Streams Model and General Education Certificate – changing the education landscape • Neglect of the so-called "soft skills" – environment, etc.

Uganda

Major Policies	• Government White Paper on Education of 1992 • Primary Basic Education Framework 2013 • Lower Secondary Curriculum Framework 2019

Uganda		
Policy process	Government	• Country-wide stakeholders' consultative and engagement meetings, conferences, and workshops • Stakeholders: Political (policymakers) and religious leaders, practising and retired teachers, teachers' unions, educationists, private partners in education, employers, and some students • Teachers were engaged in writing/developing the frameworks and piloting phase • Teachers' particular subject associations participated in writing the frameworks
	Union	
Policy gaps and recommendations (if applicable)	Government	• Curriculum and assessment policies are lacking • Failure to align the basic education and teacher education curricula • More demand for provision for CPD • No specific policy on refresher courses for teachers
	Union	• A country-wide study has shown that teacher preparedness for the new curriculum is insufficient • Competency-Based Curriculum (CBC) is only feasible if a teacher does not need to handle more than 40 students (currently, 80 on average).

Zambia		
Major Policies		• National Policy on Education, "Educating Our Future" (1996) • Education Act (2011) • Zambia National Education Curriculum Framework (2013) • Teaching Professional Act, No. 13 of 2013 • Education and Skills Sector Plan 2017 to 2021
Policy process	Government	
	Union	• Consultative and participatory process • Stakeholders • Ministry's Directorates, Examinations Council of Zambia, teacher trade unions, universities, colleges of education, non-governmental organisations, civil societies, civic and traditional leaders, and other government departments
Policy gaps and recommendations (if applicable)	Government	
	Union	• Teachers' quality remains low despite improved qualifications • No structured professional orientation programmes for newly deployed teachers • The establishment of The Directorate of Teacher Education and Specialized Services in 2003 and the existence of the Teaching Council of Zambia are supposed to address the weaknesses in the system

Zimbabwe

Major Policies	• 2015-2022 Curriculum Framework • Secretary's Circular Number 2 of 2017 on the Implementation of the New Curriculum • The Non-Formal Education Policy, giving guidance and direction in the administration and management of Non-Formal Education classes • The ICT Circular, produced to guide schools on e-learning in the school system • The school health policy and finance policy	
Policy process	**Government**	Consultations from all levels, which included learners, teachers, school leadership, community members, local leadership, political leadership, and anyone who had an interest in curriculum
	Union	
Policy gaps and recommendations (if applicable)	**Government**	• Delayed development and implementation the Continuous Assessment Framework • Delayed harmonisation of the Teacher Training Curriculum and the New Curriculum • Realignment of the revised Education Act with the Curriculum Framework is now in final stages • The role of parents and communities as an area of teacher accountability is being explored
	Union	

Mozambique

Major Policies		
Policy process	**Government**	
	Union	There have been participation and inclusion in the process of curriculum definition, namely teachers, teachers' unions, national and international partners, and civil society. During the public consultation, there were constructive contributions for improving curriculum policies considering the diversity of the country through the local curriculum.
Policy gaps and recommendations (if applicable)	**Government**	
	Union	• Lack of systematic and continuous support to teachers during the process of curriculum implementation • Lack of appropriate conditions for the implementation of curriculum policies in the school • Programmed support for teachers and the socialisation of curriculum policies, e.g. teacher database

Appendix 3: Curricular frameworks

Table A2. **Curricula frameworks**

Countries	Curricula framework	
Burkina Faso	**Government**	Curricular reform as a priority of PSEF
	Union	
Ivory Coast	**Government**	Since 1960, the Ivory Coast has initiated several educational curricula reforms. The last one that started in 2002, adjusted in 2012, is still in progress with the Competency-Based Teaching Approach
	Union	
Madagascar	**Government**	
	Union	
Kenya	**Government**	A curriculum framework for three levels (pre-primary, primary, and secondary school education) • Aim: Equip the learner with knowledge, skills, and attitude to thrive in the 21st century • Content coverage: Emphasis on science, technology, and innovation • Approach: CBC (cf. questionnaire for more details)
	Union	• 8-4-4 curriculum, objective-based • CBC
Malawi	**Government**	
	Union	
South Africa	**Government**	The National Curriculum Statement Grades R-12 (2011) comprises the following documents: • The Curriculum and Assessment Policy Statement for all approved subjects for Grades R-12 • The National Policy Pertaining to the Programme and Promotion Requirements of the National Curriculum Statement Grades R-12 • The National Protocol for Assessment Grades R-12
	Union	

Countries	Curricula framework	
Uganda	Government	Curriculum frameworks were developed for some levels of education following the approved structure of education in Uganda (cf. first column). They focus on: • improving the quality of education and empowering teachers to deliver the skills and competencies of the 21st century • the alignment with the frameworks to SDG 4 • competencies and learning outcomes model • learner-centredness • continuous and summative assessments and assessment guidelines
	Union	
Zambia	Government	
	Union	Zambia Education Curriculum Framework provides the curriculum guidelines and the structure at all levels in line with the SDGs
Zimbabwe	Government	Since 1960, the Ivory Coast has initiated several educational curricula reforms. The last one that started in 2002, adjusted in 2012, is still in progress with the Competency-Based Teaching Approach
	Union	Guiding principles of the CBC: Inclusivity, life-long learning, equity and fairness, gender sensitivity, respect (Ubuntu/Unhu/Vumunhu), and responsiveness. The 2015-2022 Curriculum Framework emphasises the CA model, which systematically takes into consideration learner performance during their complete period of schooling. The Assessment Framework is also inclusive in nature and resonates with SDG 4 on quality inclusive education for all. The assessment framework for learners with special needs follows that of the mainstream class, but with modifications.
Mozambique	Government	
	Union	The Teacher Education Curriculum (2019) focuses on: • competency standards to achieve SDG 4 • inclusive and quality education through integrative and student-centred approaches • local curriculum process and content • approaching cross-cutting themes transversally

Appendix 4: ITE, CPD, and teacher support

Table A3. **ITE, CPD, and teacher support**

Burkina Faso		
ITE/pre-service	**Government**	The ongoing reform of teacher training with the raising of the level of recruitment of primary teachers as a priority of the PSEF. The majority of public teachers received ITE, unlike most private teachers who were recruited without vocational training.
	Union	
CPD	**Government**	CPD is carried out through educational conferences during holidays and teaching days during the school year. Local supervision is provided by inspectors, educational advisors, and school leaders (cf. questionnaire for more details).
	Union	
Ivory Coast		
ITE/pre-service	**Government**	Entry tests Trainings lasts for two years Teachers who are recruited without pre-service training benefit from a short-period training
	Union	
CPD	**Government**	Workshops and seminars for: • direction of pedagogy and continuing education and its regional branches • the branches of pedagogy and continuing education, or within • the teaching units and pedagogical units, or in pedagogical sectors
	Union	
Madagascar		
ITE/pre-service	**Government**	ITE: Insufficient capacity of the training centres (accommodate up to only 25% of student teachers)
	Union	
CPD	**Government**	The current organisation of CPD (ad hoc interventions) and its real impact on the practices of teachers remain limited; no effect on careers because the achievements of these courses are generally not capitalised.
	Union	

Kenya		
ITE/pre-service	Government	ITE covers learning areas coherent with the learning areas in schools. Secondary school teachers teach two subjects to specialise in college or university.
	Union	P1: Two years, with one term dedicated to practice, take place in teacher training colleges. Future teachers are taught all subjects from the basic education curriculum from Grades 1 to 8. Kenya National Examination Councils assess students at the end of year 2. P1 was stopped beginning of 2019. The Kenya Institute of Curriculum Development is in the process of designing teacher training curriculum for basic education.
CPD	Government	Primary school teachers are supported by Curriculum Support Officers. The Ministry of Education Directorate of Quality Assurance and Standards Officers visit secondary schools and advise teachers on subject areas.
	Union	Board of Management, in collaboration with the Ministry of Education, provides support to teachers. Branch Executive Committee (the local branch) provides individual support to the teacher. Brief holiday clubs in the new curriculum.

Malawi		
ITE/pre-service	Government	
	Union	
CPD	Government	CPD framework for primary, secondary, and tertiary education institutions, currently implemented in some districts.
	Union	In-service teachers are offered CPD training that is facilitated by the Primary Education Advisors in primary schools and the Directorate of Advisory and Inspectoral Services in secondary schools.

South Africa		
ITE/pre-service	Government	
	Union	

South Africa		
CPD	Government	Support is provided to teachers at the school, district, provincial, and national levels. The Department of Basic Education is in the process of establishing the National Institute for Curriculum and Professional Development. To accelerate and broaden the establishment of Professional Learning Communities. "Teachers' union collaboration": Development and implementation of teacher development and support programmes. Support is also provided by subject advisors and subject specialists.
	Union	

Uganda		
ITE/pre-service	Government	
	Union	
CPD	Government	Cascade model for teachers: Initial orientation on the curriculum materials. For primary: Centre coordinating tutors at every core teachers' college. For secondary: Designated teachers for the science-based subjects. Curriculum developers provide support supervision. The curriculum centre develops curriculum implementation guidelines for teachers. Head teachers and deputies receive special training for CPD.
	Union	

Zambia		
ITE/pre-service	Government	
	Union	Less than four years for pre-service degree programmes; not less than three years for diploma courses.
CPD	Government	
	Union	Cascade models Demand-driven and focusing on institutional needs Short and long term (for upgrading) Distance education programmes

Zimbabwe		
ITE/pre-service	Government	
	Union	
CPD	Government	MOPSE and universities re-skill teachers in the new learning areas. MOPSE also collaborates with teachers' colleges. Further teacher capacity development was to assist teachers in handling the new content through the curriculum and syllabi interpretation workshops. MOPSE has also produced critical documents to support teachers on the CBC (syllabi, teacher guidelines, and textbooks). Proper supervisory structures (from school level to head office).
	Union	

Mozambique		
ITE/pre-service	Government	
	Union	In light of SDG 4 and the multi-lingual and cultural context of Mozambique, teacher training adopts the reflective paradigm as the basis of vocational training. The competencies in this paradigm relate to the four pillars of Delors (1996).
CPD	Government	
	Union	Pedagogical Influence Zones to train, retrain, exchange experiences, or support teachers in pedagogical subjects. Other forms of support at the level of the schools themselves, e.g. peer learning between teachers; pedagogical inspection and supervision.

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June 2020

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Cover picture: AdobeStock/ Hugh Sitton

Published by Education International - June 2020
ISBN: 978-92-95109-95-7 (PDF)

Support for this project was provided by the Open Society Foundations. For more information about Open Society please go to: www.opensocietyfoundations.org