MODULE 1

INSTITUTIONAL MANAGEMENT OF TEACHER EDUCATION:
GENERAL ASPECTS

By Jean Adote-Bah Adotevi

Contents

Preliminaries 2
Unit 1. Teacher Education Institutions 4
Unit 2. The Changing Context of Teacher Education 7
Unit 3. Institutional Management in Teacher Education 11
Unit 4. Performance Indicators 15
Unit 5. Institutional Management in Teacher Education - Examples of Good practices: International and Sub-Saharan) 19

Summary Remarks 23
Lessons Learned 23
Selected References 24
PRELIMINARIES

Note for users

This Module is the first of a series of four. They all undertake to upgrade the managerial capacity of trainee heads/deputy heads of teacher education institutions (TEIs), and senior managers of TEIs, as well as deans of faculties of education. These institutions are confronted with a series of management difficulties.

As managers of these institutions, you are invited to share with your colleagues your management experiences. The aim of this module is to provide you with “food for thought” on how to meet the new challenges facing your institutions. TEI situations from various other sources are reported for the sake of comparison and for the purpose of nurturing the move for change.

The module is meant to be generic by trying to provide relevant information and activities likely to upgrade skills and competences of managers from as wide a variety of TEIs as could be found in su-Saharan Africa. Users are invited to adapt contents to their particular situations.

You may be asked to do preparatory tasks prior to studying the module. The proposed questions for reflection below are a good start. You can add to them or modify them as you wish. Similarly, do feel free to raise issues which are not covered by this document.

Module Objectives

Working through this module, you will undertake a situational analysis of your own institution. It is expected that at the end of its study, you should be able to:

- reflect on the changing context of teacher education (TE);
- demonstrate efforts to adapt your institution to the changing context of TE;
- assess your own managerial skills and competences; and
- review your TEI’s performance indicators.

Questions for reflection

1. What is the changing context of TE in your country, assuming that there are bottlenecks to teacher preparation and continuous professional development of teachers?

1 These institutions range from primary school teacher training colleges, in French, *Ecoles Normales d’Instituteurs (ENI)* in Togo, Benin, etc., *Ecoles de Formation d’Instituteurs (EFI)* in Senegal, to secondary school teacher training institutions, *Ecoles Normales Supérieures (ENS)*. In addition, establishments like INSE in Togo and ISSEG (Institut National des Sciences de l’Education / ISSEG: Institut Supérieur des Sciences de l’Education en Guinée) in Guinea are also involved in secondary school teacher preparation and in training teacher trainers and supervisors. Similar kinds of levels of teacher training with their own designations also exist in English speaking Africa.
2. What training strategies has your country devised to cope with the changing context of TE, like reducing training lengths, durations and programmes, providing on-the-job training to unskilled contract teachers, etc.?

3. What are the current problems facing your institution, in terms of management strategies you put into place?

**Introductory remarks**

Among the problems that management of institutions of teacher education in Sub-Saharan Africa (SSA) evokes in the minds of professionals, we can mention:

1. Absence of training policy clearly articulating initial training and in-service training in primary and secondary education;
2. Limited access to TEIs and inadequate working conditions; and
3. Poor quality of training in teacher training colleges.

Facing today’s heavy demand for trained teachers, the necessity to break with former costly training models arises. Alternative solutions experimented here and there are now being questioned for their efficiency to contribute to reaching the goal of quality Education for All by 2015. Clear national training policies and enhanced TEIs’ managerial capacities appear to be one of the prime concerns to meet the challenges engendered by the above three problems.

In *Part I* of this module, we trace the historical background of TEIs’ evolution in time and space, together with subsequent changes in the decision-making processes. *Part II* deals with the realities of a changing context of teacher education, and how the TE environment is affected, together with the steering policies and the role of teacher educators. Considering the fact that institutional management in teacher education has its own characteristics, *Part III* examines its main concepts and techniques, as well as the changes that occur in management practices, prompted by changes in the status of TEIs. *Part IV* then proceeds with the investigation of TEIs performance indicators in connection with their mission and their main resource provider. *Part V* offers the opportunity to discover and study some examples of good and inspiring practices, especially those inspired by alternative models of teacher training.

This training module is intended for a short-term face-to-face, in-service training and is aimed at capacity building of managerial staff in teacher training institutions. It includes practical exercises and an attempt is made to make it as interactive as possible to allow for self-study.

In time, the module will be adapted to be delivered on distance mode. In addition to the textual information and exercises, the module also has an ICT component to acquaint trainees with the potential and possibilities of the use of ICT for institutional management of TEIs. A description of these ICT tools and their use is given at the end of the module. Regarding the ICT options available in general, TEIs should note that their choices range from free, open source software, to a commercial product.
Unit 1. Teacher Education Institutions

Introduction

It is important to trace the history of TEIs, and how they develop, because their development is tied to changing social demands, political priorities and economic constraints. Variations in organizational structures and decision-making processes are also to be considered for their impact on institution mission achievements.

Unit Objectives

By the end of this unit, you should be able to:

- Describe how institutions of teacher education deal with pre-service and in-service teacher training;
- Discuss TEIs structures and decision-making processes in public and private sector establishments.

Key concepts

- Pre-service teacher training
- Teacher in-service training

1.1 Institutions of teacher education as organizations in different international contexts with special reference to Sub-Saharan pre-service and in-service teacher education

All over the world teachers and their training have always taken an important place in countries’ priorities, for leaders believe that schools are the best place to inculcate values to children of future generations. A recent study on "Capacity building of teacher-training institutions in sub-Saharan Africa", commissioned by UNESCO, gave examples among which was that of Angola, stating that the country's 1995 plan, confirmed by the law of December 31, 2001 on the education system, "underscores the role of teachers in the realization of education goals, in the development of a patriotic conscience and the emergence of a new citizen through education. Teacher training is therefore a major element if reconstructing the education system is to be a success" (UNESCO, 2006).

Activity 1/Mod1-Unit 1

Read carefully the Angolan declaration of intention above, then check your own institution’s mission statement, discuss similarities and write down the obstacles to its fulfilment.

Comment: Policy documents often conflict with countries’ realities. As teacher training falls under the financial constraints of public funds, donor agencies have their retrenchment policy measures that they more or less impose on developing states. Two of them in the 80s asked teacher training schools to close down and to slow down the recruitment of qualified teachers year after year, mostly in French-speaking countries (Barry & Diane, 2006).
During the past decades, observations based on evidence showed a clear-cut mission distinction between teacher education institutions devoted to teacher preparation and those involved in teacher in-service training. In the process, pre-service had been given much more importance. This was so because pre-service training was meant to answer both quantity and quality demands, and funds were carefully planned and allotted to meet these objectives. To address quantity and quality, even regional normal schools were created in the 1950s and 60s in Mali and Senegal, for example. The main purpose was to make better use of the services of the existing limited local human resources. Elsewhere, and more recently, quality concerns have also led France to create the IUFM² under university umbrella.

At present, conditions have changed and new challenges have appeared. For instance, to meet the objectives of Education for All (EFA), statistics reveal that Sub-Saharan Africa will need to recruit and train 1.5 million new teachers by the year 2015. And, according to the *Global Monitoring Report on EFA* (UNESCO, 2005, quoted by Ngu, 2006), “if Africa intends to meet the Education for All objectives by 2015 and fulfil its Dakar commitments, it would need to train 4 million teachers and ensure that the majority of the teachers to be recruited are professionally qualified”.

---

### Activity 2/Mod1-Unit 1

African countries are making efforts to multiply teacher training schools, most often following their decentralization policies. What is the situation in your country? Do you share the opinion that other teacher training models or possibilities need to be tried out, outside the four walls of traditional teacher training institutions’ rooms, in order to meet quantity and quality demands of EFA goals mentioned above?

---

### 1.2 The structures and decision – making processes in teacher education institutions and the different models

TEIs can be public institutions set up specifically for the purpose of training teachers, or departments in charge of teacher training within universities preparing student teachers to teach in primary and secondary schools. They can also be mostly private institutions preparing kindergarten teachers. Structures and decision-making processes reflect the type of institution considered. According to the UNESCO report mentioned above, most decisions are mainly top-down in government owned establishments, and collegial within universities and private establishments.

One part of teacher training e.g. for primary education, may be managed by the Ministry of Education, while a separate ministry, usually that of higher education, manages secondary school teacher training. In other circumstances, initial training is the responsibility of the Ministry of Education while in-service training concerns the Ministry of Technical and Vocational Training, as was the case in Guinea not long ago. As a consequence, structures and decision-making processes prove themselves inefficient because of multiplicity of decision-makers and conflicting interests.

---

² *Institut Universitaire de Formation des Maîtres*
Activity 3/Mod1-Unit 1: Discuss these matters before you move on

Do you think that the incoherencies or conflicts likely to be caused by several decision-making sources stem from difficulties in coordinating different activities carried out by the structures involved in the training? Or is it just a question of one structure (be it university or ministry) claiming leadership over the other? How can a TEI survive in an environment marked by competing and conflicting structures and decision-making processes?

Finally, private establishments, religious groups and charity non-profit organisations play an important part in many countries in the management and financing of private educational institutions. In such situations, laws and regulations should be put in place so as to encourage the development of private teacher education establishments.

You are invited to consider other aspects of non state institution management in the following Sierra Leonean case, and the advantages and disadvantages this situation presents in the TE system. Work in small groups and note down your reflections.

Activity 4/Mod1-Unit 1 – Case study

The UNESCO report mentioned above reported the following case of Sierra Leone

“The situation can be even more complicated when, beyond public establishments, a training system corresponding to private networks and/or independent denominations exists. For example, in the case of Sierra Leone, teacher training is ensured by each educational network, different from that of public schools. We thus find Catholic secondary school training teachers for Catholic schools, Protestant secondary schools training teachers for Protestant schools and Moslem secondary schools training teachers for Moslem schools without any coordination and in an obvious wastage”.

Summary/conclusion

Institutions of teacher education are changing to meet new social demands engendered by the EFA pressure on SSA countries. There are needs for massive recruitment of new teachers for pre-service training and for innovative models of in-service teacher education. Current structures and decision-making processes in TEIs are slow to meet the new challenges.

Self-assessment

How much have you learnt in differentiating between decision-making models in public and private TEIs?
Unit 2. The Changing Context of Teacher Education

Introduction

In this unit, you examine the challenges facing TEIs today, in a changing context of environment, mission and pedagogy (teaching and learning processes with or without ICT, lifelong learning). There is a break with the training monopoly of public TEIs located in capital cities and some few regional main towns. Decentralized teacher training institutions are now created everywhere, even in rural areas.

Unit objectives

By the end of this unit, you should be able to:

- Discuss the two main trends in the environment of TE;
- Identify the advantages of new governance models;
- Describe the changing role of the teacher educator.

Key concepts

- Paradigm shift from centralized to decentralized mode of TEI management
- Government steering policies: governance models.

2.1 Trends in the Environment of Teacher Education, by Levels and Types

Activity 5/Mod1-Unit 2
How far do pre-service, in-service and distance education programmes and their durations reflect national priorities in your countries? Specify your country’s priorities in terms of TE and report, from your experience, the institutional support and the financial allocations that the government and the private sector are investing for their achievement.

Teacher education policy determines where financial efforts should be placed, be they on teacher initial preparation, school-based in-service training or distance mode of teacher education. The latter mode involves, more than the first two, the use of ICTs. On the one hand, ICT provides support for general teacher training programmes (pre and in-service) and continuous upgrading programmes, many of which in the African context, use distance methods. On the other, training of teachers in the use of ICTs for teaching, in an integrated manner, is an essential component of successful use of ICTs across the education sector (Butcher, 2003: 102-103).

All levels of teacher education institutions for pre-school, primary, and secondary are more and more attracted by this particular inclination for the use of ICTs. However, primary school receives more attention from donors and NGOs compared to the other levels of TE. The example of TESSA³, which is heavily dependent on

³ Tessa: Teacher Education in Sub-Saharan Africa
ICTs, is a case in point. It is assumed that this will gradually change TE in-service training environment.

Though TEIs are entrusted with the institutional mission of training teachers of all levels for private and government schools, the efforts as regards TE seem to lie in large measure with public establishments. In the new contexts of SSA countries, teachers employed by private schools outnumber those in the public ones, and most of them are believed to be unskilled. This situation calls for the private sector to contribute to TE enterprise by creating their own teacher training institutions (TTIs) or by asking for their teachers’ skill upgrading in government owned institutions and paying tuition fees for their training.

Activity 6/Mod 1- Unit 2
How far is the shift from exclusive public TEIs responsibility for TE to other training arenas becoming a reality in your country?

Comments:

When other TEIs outside the state-controlled ones take the responsibility of training teachers, this has the advantage of alleviating the pressure on governments. However, it brings about some institutional problems. You discussed the Sierra Leonean case earlier in connection with private sector initiatives. The case of France below portrays the difficulties of the new trend of putting primary TE under university umbrella.

As Marcel (2004) noted, the creation of university institutes for teacher education (Institut universitaire de formation des maîtres IUFM) in 1990 marked a radical shift away from the ‘Normal School’ tradition, particularly as far as primary school teachers are concerned. Historically in France, Normal Schools had nothing to do with universities. However, the implementation of the 1990 change in the institutional nature of teacher education was difficult. “Paradoxically”, writes Marcel, “IUFMs are isolated from both universities and the educational system, for various reasons, but mainly because of unresolved issues of institutional power” (Marcel, 2004: 42). IUFMs have been sitting uncomfortably between universities and inspectorate offices, and their fate remains uncertain (Schwille & Dembele, 2007: 65).

The awkwardness of the IUFM position in the university institutional environment has recently led French educational authorities to decide their integration, at least for most of them, in the universities from the academic year 2008-2009.

2.2 Changes in the Government Steering Policies (Types of Monitoring and Control and their Characteristics)

Changes in the government steering policies are being spelled out with difficulties. Among the reasons explaining this situation we can mention the resistance observed in shifting from TEIs direct centralized planning and control to more decentralised modes.
2.2.1 Shift from centralized to decentralized modes

State owned TEIs in most SSA countries are in transition to a more decentralized form of management. The institutional governance bodies are reluctant to operate the change in the absence of a renewed legislative framework. They claim that decrees and ministerial decisions are not sufficient. Implementation measures must be put in place. Decentralization can only be real if it gives greater autonomy of decision-making to TEIs and empower them with adequate resources. Proper framework of regulations and laws and supervision of resources and expenditure are all that are needed to secure management under a decentralized mode.

Activity 7/Mod1-Part 2 – Question for you
How would you qualify your TEI management system? Centralized or decentralized? Where is the decision-making centre? At the ministry or at the institution itself?

2.2.2 Towards more liberalized and self-regulating steering policies

The process is marked by changes in vision, leading to long-term planning policies instead of the current demand-driven ones in TEIs. The paradigm shift is observed in university teacher training institutions like INSE in Togo, or in more autonomous ENSs like the one in Koudougou, Burkina Faso. Similar situations can also be observed in English speaking SSA countries. One of the advantages of such a shift is that it encourages a dialogue with international agencies whose commitments to education are not always well targeted, and steer their contributions towards avoiding duplication of projects or inadequate interventions.

2.3 Changing Role of the Teacher Educator

If TEIs should change their governance models as discussed above, this will create a cascading effect likely to change (i) the TE environment, (ii) the teacher educator’s role, and (iii) the teacher’s role. Therefore, teacher educators must be prepared to equip student and serving teachers with new competences. The new profile that is expected from today’s teachers is that of a shift from traditional knowledge transmitters producing obedient and passive students, into that of facilitators and igniters of students’ curiosity and inventiveness.

In other words, changes in pedagogy to meet the requirements of the new schooling paradigm, turning the teacher as the sole custodian of knowledge, to the teacher as a tutor and facilitator. (Butcher 2003: 74) call for changing pedagogy in TEIs from teacher educators as well. The emphasis in this new pedagogy is placed on practice, learning by doing, in micro and macro teaching practice in the TTIs, and on real classroom teaching in associated schools where teacher educators must be present and track trainee teachers’ progress.
Furthermore, the community in which the teacher evolves expects him to fully integrate him/herself with the community and contribute to its development. Because new societal needs and demands keep arising (such as the fight against poverty, HIV/AIDS, etc., these too impose on TTIs and teacher educators to include contents that teach student teachers socio-cultural values.

**Activity 8/Mod1-Part 2**
In this changing context, teacher unions should have their say. How active are they in your education system in general and in TE arenas in particular? What ideas do they contribute to improve teacher educators’ and teachers’ conditions?

**Summary/conclusion**

The State’s sole responsibility for teacher initial professional preparation (and in-service training) is seriously questioned these days, as teachers employed by the private sector outnumber those in public schools. Furthermore, changes in TEIs governance models have been shown to present undeniable advantages for managers and TE environment as a whole. Therefore, teacher educator’s role will change as well, using a pedagogy that fosters the spirit of responsibility in student teachers.

**Self-assessment**

Please, make a list of the practical measures that should be taken for an effective decentralized mode of TEI management in your context.
# Unit 3. Institutional Management in Teacher Education

## Activity 9/Mod1-Unit 3: Introductory task: Defining the characteristics of institutional management in TE establishment

If we agree that we do not run a TEI as we do a grocery store, then list the characteristics of a properly constituted management of a TE establishment.

## Introduction

The issues at stake under this section relate to TEIs’ institutional status and the subsequent management realities. Exploring factors that define conventional institutions may encourage you to initiate change. Working through this unit may prompt you to move away from traditional orientation towards innovation, and undertake strategic analyses that essentially make critical decisions about new priorities and methods.

## Unit objectives

By the time you finish studying this unit, you should be able to:

- Identify the four main functions that define TEI management;
- Discuss leadership styles as essential issues in management concepts and techniques;
- Initiate changes in your management of communication.

## Key concepts

- Leadership styles
- Communication in management process.

## 3.1 Definition of Institutional Management in the Context of Teacher Education

Regardless of a TEI’s status, which will be considered in sub-section 3.3, the management agent ensures the accomplishment of the four main functions that define institutional management of teacher education establishments. They are:

- the organisation of training and learning activities;
- the provision and management of teaching and administrative staff;
- the budgetary and extra-budgetary resources planning and execution, and
- the monitoring of the evaluation in place.

The agent can be defined as Ministry of Education, several ministries in a joint multi-sector venture, higher education or the private sector in a country.
3.2 Management Concepts and Techniques

It is important to shed some light on leadership issues when discussing management concepts and techniques. At least five leadership styles are generally observed in management, with one or two being dominant in an individual manager: authoritarian, democratic, laissez-faire, bureaucratic and charismatic. Fullan (2001) quoted six leadership styles identified by Goleman (2000, pp 82-83) as coercive, authoritative, affiliative, democratic, pacesetting, and coaching. He then argued that good leaders must be able to act in different styles at different stages of the decision-making process.

Yet, the motivation underlying the style deployed by the manager is often overlooked, though it engenders three important performance drives:

- Result oriented management: ‘the end justifies the means’ → results, nothing but results!
- Quality oriented management: ‘always keep mission in perspective, together with quality assurance scheme’.
- Strategic management: ‘What is our business?’ Strategic management, as a useful tool for institutional management, always keeps in sight TEI’s mission, also sometimes called “purpose”.

Activity 10/Mod1-Unit 3
Read the following situation and reflect on your own leadership style

The Ministry has just introduced a very unpopular regulation (law) in your TEI. When you call a teacher’s meeting to announce this new measure, what do you do?

a) You declare that you are aware that the regulation is unpopular, but you are suggesting a trial period before any decision for its real implementation.

b) You make it known to the staff you don’t agree with the regulation. This may make you popular.

c) You just declare that: “It is the regulation and I will implement it”. (module writer’s translation, adapted from Valérien, 1991:101).

3.3 Changes in Management Practices in Teacher Education Institutions

Changes in roles and styles of management can be a big challenge for each TEI individual manager.

---

4 Strategic planning is part of a continuous, rolling process of both planning and the implementation of plans concerned with:
- Identifying the long term direction of the institution,
- Generating ideas and choices,
- Taking the necessary steps to achieve the stated goals, and
- Monitoring progress or non-achievement in order to adapt the future strategy.
...Change must be conceived as a process (not an event) that is invariably difficult and delicate; the process of change is composed of three major phases (initiation, implementation and institutionalization); any real change in education takes years to become institutionalized and produce results; innovation overload is a threat to successful implementation; finally, the fate of any change that is not locally-determined depends, to a large extent, on how it was conceptualized, introduced and managed (Dembele, 2007).

There is a connection between management practices and TEI status. TEIs under government control have very little resource management autonomy, whereas those operating as a university component have some room for manoeuvre to meet financial and material requirements (cf. Module 2). The statutory identity matters are linked to resources management autonomy or dependence. As a result, changes in the status of TEIs must be well thought out to take into account the need for the professional training of its management staff.

A recent UNESCO study reports that in the field of public establishments, a general distinction can be made between public establishments equipped with a moral personality and financial autonomy and those that are a component of a university. In certain cases, independence is asserted as a guarantee of TEI’s importance, as, for example, happened in Seychelles, when the National Institute of Education was separated in 1999 from the Seychelles Polytechnic to give a higher profile and a more positive image to the teaching profession (UNESCO, 2006).

Moreover, there are some public establishments, especially teacher training colleges in charge of training secondary school teachers. These are endowed moral personality, but with no financial autonomy and no clearly integrated status into a higher education system. ENS of Atakpame in Togo, is one such example.

Finally, it is usually the case that TEIs that function as part of a university system are prone to management effort geared towards capacity building and research.

Activity 11/Mod1-Unit 3
Leadership issues, e.g. shared leadership, do surface when it comes to running courses in institutions that are between an outside university department and their own structures.

Where and how do you think students can take their professional training component on the one hand and their major areas of study courses on the other?

3.4 Management of Communication in Teacher Education Institutions

In discussing shared leadership issues with Activity 11/Mod1-Unit 3, you may have discovered that it is through communication that your establishment becomes an open system interacting with its environment, in acting according to each of the five management functions identified by Koontz, H.; Weihrich, H. 2007.
Emphasising the importance of multi-lateral communication, Koontz and Weihrich (2007:360) say:

_In an effective organization [like a TEI], communication flows in various directions: downward, upward, and crosswise. Traditionally, downward communication was emphasized, but there is ample evidence that if communication flows only downward, problems will develop. In fact, one could argue that effective communication has to start with the subordinate, and this means primarily upward communication. Communication also flows horizontally, that is between people on the same or similar organizational levels, and diagonally, involving persons from different levels who are not in direct reporting relationships with one another._

Below is a figure describing the purpose and function of communication in the management process.

Adapted from _Management Process_ by Koontz, H.; Weihrich, H. 2007, p.356

**Summary/conclusion**
In this unit, you have studied:

- the four main functions that define the management of a TEI;
- management concepts, leadership styles and the psychological drive behind them;
- changes in management practices in connection with TEIs’ status, whether they are public establishments or private ones; and
- the importance of communication in the process of management.

**Self assessment**

Before you move on to Unit 4 devoted to TEI performance indicators, fill in the empty spaces in the following table. This is designed to identify problems assailing intuitional management in TE. You may find other causes discussed in this unit to the problems. Please, give them. Indicate these too.

<table>
<thead>
<tr>
<th>Problems</th>
<th>Causes</th>
<th>Possible solutions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Local community interferences</td>
<td>Communities want you to employ their sons and daughters</td>
<td></td>
</tr>
<tr>
<td>Over stretched facilities</td>
<td>High enrolments and occupancy rates</td>
<td></td>
</tr>
<tr>
<td>Contractors’ threats</td>
<td>Budgetary funds not released</td>
<td></td>
</tr>
<tr>
<td>Institutional conflicting/shared leadership</td>
<td>Lack of clear governance policies</td>
<td></td>
</tr>
</tbody>
</table>
UNIT 4. Performance Indicators

Introduction

Tracking indicators is important in quality assurance schemes at national and institutional levels. Performance indicators for teacher education institutions as the criteria may appear easy to identify, as well. However, problems do crop up in trying to reconcile institutional priorities and social, even political demands, because some of them clash with TEI productivity or put heavy pressure on the institution.

Unit objectives

After studying this unit, you should be able to:

- Define performance or quality indicators;
- Monitor your TEI’s performances, relating them to institutional mission, capacities and resource providers;
- Design and use your own “monitoring board”.

Key concepts

- Indicator
- Quality assurance

4.1 Mission and Performance of TEIs

Most mission statements emphasize the role of teachers in the achievement of educational goals, and the necessity for teacher educators to train the teaching force to the standards that enable them to inculcate the correct knowledge and values to the younger generations. Performance indicators reflect the attainment or failing of mission goals.

Activity 12/Mod1-Unit 4

In discussing TEIs’ performance, would you agree with the following quotation analysing the same issue at higher education level?

“Contrary to private enterprise, which is essentially committed to the basic goal of making profit, in academia there are no basic criteria to be used as a yardstick for measuring institutional performance” (Sanyal, 1996).

What potential (or real) risks does the absence of basic criteria present for quality assurance?
4.2 Principal (resource-provider) – agent (product/service supplier) problem

The question of resource provision has just been raised above in sub-section 3.3 in relation to TEI’s statutory identity. Each principal agent as resource provider, be it Ministry, university, donor or local government holds its advantages and limitations. The following are some observations and you are encouraged to add to the list.

- The Ministry of Education ensures that institution goals are achieved. Yet, state funds restrictions hamper TEIs’ development.

- University guarantees some financial and material security as tuition fees are paid by students to complement government subsidies and funds from other sources. Yet, the university’s mission is such that when it accommodates a TTI, problems facing the teaching force, like practical training, particularly at grassroots levels of elementary education, may be overlooked.

- Donor as a principal resource provider presents a risk of TEI’s dependence. It has also been observed that in the absence of shared perspectives, the assistance of large international organisations serve mostly in resolving certain technical problems, like creating a resource centre, contributing to the setting up of a training plan for teacher trainers, or to the development of training curriculum or providing basic equipment for a research centre, etc. Donors are not always committed to ensure their actions are in keeping with a TEI’s mission, goals or achievements, as some of them have ready-made products to sell out.

- Local government providing most of the TEI’s resource needs may be the ideal mode in the context of a decentralized mode of management, if all local stakeholders are committed to education, as one of the top priorities in the development scheme of their constituencies. Approaches can be made to firms, but their involvement should probably be focused more on vocational or higher education.

4.3 Types of Performance Indicators (input, process, output, outcome) Applicable to TEI

The following performance indicators have been identified as applicable to a TEI. You can familiarize yourself with them and discuss them with your fellow TEI managers. You may question some of them and suggest others. The list of indicators is not exhaustive. By and large, the purpose of the exercise is to engage your staff and yourself in working them out is a process that guarantees a secure institutional management. The end result is your “monitoring board” that is believed to help you a lot in your work as a TEI manager.
### Table 1: Performance Indicators Process

<table>
<thead>
<tr>
<th>Indicators</th>
<th>Inputs</th>
<th>Process</th>
<th>Output</th>
</tr>
</thead>
<tbody>
<tr>
<td>Clear mission statement</td>
<td>Policy guidelines for all stakeholders</td>
<td>Stakeholders’ meetings</td>
<td>Stakeholders’ assessments</td>
</tr>
<tr>
<td>Well articulated training programmes</td>
<td>Programme quality being influenced by changes in TEI’s environment</td>
<td>Operating curricular changes to meet EFA and MDG goals, for example.</td>
<td>Programmes more adapted to meet new challenges</td>
</tr>
<tr>
<td>Managerial capacity</td>
<td>TEI managers’ opportunities of continuous capacity building</td>
<td>Training sessions and other activities to upgrade managerial skills</td>
<td>Well qualified TEI managers</td>
</tr>
<tr>
<td>Institutional output capacity</td>
<td>Seeking to increase institutional capacity in terms of access and courses</td>
<td>Selling out location and space advantages when they exist</td>
<td>Increased number of trained teachers</td>
</tr>
<tr>
<td>Staff recruitment, training and retention</td>
<td>Existence of institution’s own incentives, including objective staff appraisal scheme</td>
<td>Working on determining factors, namely managerial style; Developing strategies to avoid understaffing</td>
<td>The TEI as a happy place to work in</td>
</tr>
<tr>
<td>Budgetary efficiency</td>
<td>Needs and resources definition documents</td>
<td>Careful resource mobilisation planning and utilization</td>
<td>A financially well-balanced institution</td>
</tr>
<tr>
<td>Institution self-evaluation mechanisms</td>
<td>Putting in place the expertise and TEI overall quality self-assessment</td>
<td>Surveys of students, former graduates, teaching staff, school administrations, and others</td>
<td>Institutional adjustments policies for quality improvement</td>
</tr>
</tbody>
</table>

In his article on Quality Assurance in Teacher Education, K. Rama of National Assessment and Accreditation Council (NAAC), India (2006) writes:

> The importance of Quality Indicators and their proper identification and definition assumes the greatest importance in the context of continuous improvement and quality assurance. The key dimensions that reflect quality can be translated into indicators of quality. These serve two main purposes of the institutions:

1. To measure the processes and their outcomes for making necessary adjustments and changes for quality improvement of the programme.

2. As an appropriate tool for monitoring the processes for continuous learning and ongoing improvement.”
4.4 Criteria for Useful Indicators

What is true for the difficulty to measure institutional performance is also true for useful indicators. You may discover this in trying out the next activity.

**Activity 13/Mod1-Unit 4**
Rank the seven indicators in the above table from the most useful to the least useful.

4.5 Critique of Performance Indicators

To end the discussion on performance indicators, we can also say in a few words that no sound and objective critique can be made outside TEI’s mission goals.

**Summary/conclusion**

The study of this unit is believed to have equipped you with useful notions of indicators. You have also discovered the importance of defining and using performance or quality indicators to measure institutional achievements and progress.

**Self-assessment**

Go over the statement below and note down how far this Unit 4 has prepared you for ‘management for quality’.

“While business and industry focus on management of quality, educational institutions must focus on management for quality”. Professor Badri N. Koul
UNIT 5. Institutional Management in Teacher Education (examples of good practices: international and sub-Saharan)

Introduction

Facing the new challenges of training the maximum number of teachers in order to raise their stock from 2.5 to 4 million by 2015, if Africa is to meet the EFA goals, TEIs’ institutional management is being revisited in most countries. Managers are preparing to accommodate short term teacher preparation courses which are planned and led differently from traditional ones. The new teacher training models are modular. They are residential or/and use distance mode for the theoretical part and TEIs commit themselves to follow up with the practical part in real classroom situations with some selected schools. This unit explores new trends in initial and in-service teacher education.

Unit Objectives

By the end of this unit, you should be able to:

• Describe alternative models of teacher training and their advantages in initial TE;
• Discuss what seems to be TEIs’ failure in running in-service training;
• Initiate projects for TE distance learning mode.

Key concepts

• Alternative models of teacher training
• Teacher education on distance mode using ICTs

5.1 Institutions of Initial Teacher Education by Levels : Early Childhood Care and Education, Primary and Secondary

New trends are introduced, mostly at primary and secondary levels. It is regrettable to note the little interest shown in early child development, even though it constitutes one of the six EFA goals.

The major trend consists in reducing training duration and programme in conventional TEIs, and in promoting an alternative model that tightly combines theory and practice. Guinea, for example has been articulating, since the late 90s, theoretical training within the institution and practical training in associated primary schools.
Alternatives in teacher training

The most visible change in the teacher training programme lies in the search for a link between the institutional or theoretical training and the practical training. Hence, the [FIMG] project follows the current international trend that attaches more importance to practical training in real classroom situations (Bujold et Cote, 1996). The new model was inspired by the alternative system, which advocates the idea that the student teacher will learn better if there is a stronger linkage between institutional and practical training. According to this approach, it is easier to learn by concrete application of lessons learnt in theory.

If in the previous model training was basically institutional and student teachers were expected to apply to the letter in a practising school the theoretical knowledge gathered during training, the model adopted by Guinea rather seeks to acknowledge the fact that real classroom situations are indispensable for the acquisition of knowledge and know-how (Barry & Diane, 2006).

5.2 Institutions of In-service Teacher Education by Levels

Teacher development efforts at early childhood care and education, primary and secondary education levels are persistently and widely perceived as ineffective for in-service conventional programs. In-service programmes are not conducted on a regular basis; neither are they properly evaluated. Their high level cost is equally criticized for the relatively low results they yield. Hence a strong rationale for seeking alternatives that would make more effective use of distance education and ICTs as part of in-service process, whatever the level of education, is becoming more and more widespread.

The next sub-section will consider the advantages of TE using distance learning mode. The purpose is to raise TEI managers’ interest in the matter.

5.3 Teacher Education through Distance Learning Mode

The development of distance teaching pre-supposes the existence of teaching modules, and requires making such modules adequate and accessible. The need to write clear and operational training modules for distance teaching can contribute to the development of this practice as part of institutional capacity building.

We deem it important to share with you the following advantages of using ICTs:

“Various significant and unique opportunities are provided by ICT when used for teacher development, namely.

- New technologies allow for stimulation of specific skills through mini- and micro-lessons, which can be watched, manipulated, and tested. ICT can also provide demonstrations of real teachers in real classroom settings, representing a range of subjects, approaches, and methodologies, These

---

5 French acronym for a new Initial Primary Education Training in Guinea
demonstrations can then be dissected, analysed, watched again and assessed over time without disrupting an actual class.

- Technologies such as radio, television, and computers enable teacher education to be provided at a distance at the trainee’s location, thereby saving travel time and cost, and also avoiding disruption of classroom routines as teachers can learn in their own time.

- ICT allows teacher education to take place at any time and at any place. ICT enables teachers to learn things on demand, so that training is not supplied irrespective of whether teachers feel the need for it.

- Initial and specialized training is never sufficient for the entire professional life of a teacher. Teachers often have to deal with changes in knowledge, methodologies, pedagogical issues, students, and school culture. ICT can break professional isolation by allowing educators to communicate, exchange information, interact in chat rooms and on bulletin boards, and hold discussion forums and virtual conferences” (Butcher, 2003).

Generally, the problem of resources remains the main obstacle to make use of these opportunities. Most TEIs in SSA lack both the appropriate technologies and the competent manpower. They also do not have Internet connection or are simply understaffed to even teach the core conventional and traditional courses.

Activity 14 Mod1-Unit 5 – Case studies

The following two cases are distance mode success stories (UNESCO, 2006). You are invited to discuss their chances of sustainability and scaling.

**Case 1: Distance training from Malawi’s Domasi College of Education**

Free primary education was declared in Malawi in 1994, unleashing a surge of new pupils. Since then, the country has been trying to fill gaps in teacher supply and infrastructure: for each qualified teacher, there are 118 pupils. Furthermore, many primary classes are still taught under trees, bringing the pupil-permanent classroom ratio to 95:1. There is also a chronic teacher shortage at the secondary level. With funding from the Canadian International Development Agency (CIDA), the Domasi College of Education launched in 2000 a new version of its diploma course, to upgrade the skills of the large number of teachers with only a primary education. This three-year programme is equivalent to the residential diploma in content, but is delivered essentially in distance-mode so that the students can continue to teach.

The course is delivered through an annual cycle, with two months of courses at the college during school vacations and ten months of distance study, using mainly print materials. Student-teachers are in regular contact with local ‘field supervisors’, many of whom are retired secondary or head teachers.

They provide general counselling and academic support. In addition, students are visited periodically in their schools by college lecturers. With such close support, the quality of this training may actually be better than that offered to conventional
students. The programme’s innovation lies in providing students with daily opportunities to test their learning of academic content and pedagogical skills in their own classrooms. Furthermore, the distance methodology enables a significant number of Malawi’s teachers to upgrade their skills. However, larger-scale programmes must be designed and funded to begin to meet the numerical and quality needs of the system. 


**Case 2: Afghan teachers tune in**

Each week, over 3,500 teachers in Afghanistan tune into ‘Knowledge is Light’, a teacher-training radio programme produced by Equal Access, a non-profit organization. For most of the listeners, the radio series provides their first training experience and only information conduit after 23 years of war. As a whole, these teachers are responsible for 150,000 students. As soon as funding is available, the Ministry of Education plans to expand this service to reach 12,500 teachers in 500 schools which need training support. Equal Access also hopes to provide receivers and orientation training to 500 teacher trainers and another 7,000 schools. 


**Summary**

In this unit, you have studied:

- the new trends in initial TE at primary and secondary education levels, one of them being the alternative route in teacher training;
- the problems facing TEIs involved in in-service TE, and discussed the invitation to resort to distance learning mode as one of the solutions;
- two cases of good use of distance mode, and their chances of sustainability and scaling.

**Self assessment**

What is your personal judgement on how in-service TE works in your institution? What are your reservations about all the enumerated advantages of using ICTs?

**6. Summary remarks**

In this module you have learnt about TEI’s evolution in time and space, and the ways the decision-making processes and management models vary according to institution owners (government, university or private), ranging from top-down rigid models to more collegial ones. A lot of consideration has also been given to the changing contexts and current trends in institutional management, in connection with teacher initial preparation, in-service teacher education and the distance mode of teacher learning.
Finally, you have examined TEI management concepts, techniques and practices both at national and international levels and raised quality issues with the analysis of some performance indicators.

The implementation of the new ideas, models and practices contained in this module does not require renouncing your institutional culture in a drastic way. It does, however, call for effective reflection from all stakeholders, resulting in shared understanding to learn and adapt best practices into your respective local situations.

7. Lessons Learned

The aim of this module is to make a contribution toward ‘erecting’ new teacher training institutions that meet the requirements of changing contexts of teacher education. Our analysis of various situations in SSA and elsewhere reveal the following challenges.

Firstly, if the training environment happens to be varied and decentralized to meet an increasing demand to train teachers, the mission of training needs reviewing. The prevailing pedagogy in these institutions is portrayed by a mixture of theory and practice with a face to face teaching, and teacher educators rarely resort to overhead projectors and recordings of micro teaching sessions.

Secondly, the advocacy for the necessary paradigm shift in TEI mission, management models and practices is overshadowing the accompanying pedagogical renewal, as a fundamental requirement for quality performance.

Finally, TEIs surely need strategic planning skills and research tools to spur continuing institutional development.
Selected Readings

Butcher, N. 2003. *Technological Infrastructure and Use of ICT in Education in Africa: An Overview*. Working Group on Distance Education and Open Learning, Association for the Development of Education in Africa (ADEA), IIEP.


Further readings


www.col.org/quality  Quality Assurance Tool Kit: A Quality Assurance in Teacher Education and Development "toolkit" being developed by COL that will be made available to Ministries of Education and Teacher Education Institutions in the Commonwealth.
The Use of ICT Tools in Institutional Management

Overview

Institutional management is a broad topic, and the ICT tools available to support TEI managers in this case are themselves broad in scope, covering the full range of activities at the institution and organizing them into a coherent, integrated whole. The two sets of tools covered in this section are Management Information Systems and Enterprise Resource Planning Solutions. As you will see, there is quite a lot of overlap between these two types of tools.

Management Information Systems (MIS)

Management Information Systems (MIS) bring together people, technologies, and procedures to meet organisational requirements and solve problems. An MIS is a planned system of collecting, storing and disseminating data in the form of information – and this information is what is needed to carry out the functions of management. An MIS involves inputting data, processing data into information, storing it, and producing outputs such as management reports, useable by managers at all levels of the organisation. An MIS may also include Decision Support Systems and other tools to support senior managers in strategic planning and in managing every part of an organization efficiently. An MIS may well be linked to a financial accounting system.

An MIS can be developed to support different kinds of functions at different levels in an education system. For example, in Tanzania UNESCO is helping the Ministry of Education and Vocational Training to pilot and then roll-out an MIS which will collect statistical data from schools all across the country. A system of this sort has major importance in terms of monitoring progress towards Education For All and MDG targets for education.

The features of a MIS that would typically be required by a TEI would include student information (including schedules of fee payment, attendance and performance, as well as other areas such as medical details where appropriate); many aspects of staff management; aspects of the teaching learning process; funding; and any other information needed in assuring quality management of the institution. To support this, an MIS needs to be flexible and efficient. It needs to allow for rapid data entry with rapid, flexible access for reporting purposes. And it must be possible to customize the system to meet the institution’s specific requirements.

Enterprise Resource Planning (ERP)

Enterprise resource planning (ERP) solutions involve a system that integrates an organisation’s functions into a single system, designed to serve the needs of each different department. ERP is more of a methodology than a piece of software, although it does incorporate several software applications, brought together under a single, integrated interface.

An ERP solution is very diverse and may have some of the following features:

- MIS (Management Information System)
- Student Attendance Record
- Library Management
- Course Result Processing and Analysis
- Examination Seating Plan
- Hostel Management
- H R Management
- Staff Attendance
- Student Registration & Admission
- Fee Collection
- Time-Table Scheduling
- Financial Accounting
- Mail-Dispatch Diary
- Payroll Management
- Asset Management

The information is stored in a centralized server and can be shared widely through a Dynamic Web Portal, with links to telephone voice mail systems and SMS texting systems if required. In this way information can be shared as required on any of the above areas.

**Institutional Management ICT Tools & Solutions**

Before going into detail regarding the ICT tools available, TEIs should note that they have in general three broad options:

- They can look for free, open source software. The advantage of this is that it costs nothing! The disadvantages are that it may well not be easy to find exactly what the institution needs; also the TEI cannot expect any external back-up in terms of sorting out problems, or support in terms of modifying the system to match institutional requirements. So, although the TEI does not have to pay for the software, there is still a cost in terms of human resources/time.

- They can go for a commercial product. Here the advantages and disadvantages are the exact reverse: plenty of back-up and support in terms of modification, but it may be very expensive. However, before ruling this option out, remember the advice given in the module on financial management, in terms of establishing partnerships with the private sector. A local company may be prepared to support a TEI with ICT management tools at a much reduced rate in order to gain positive publicity as a socially responsible firm supporting education.

- They could also go for a home grown solution. If the TEI has some creative and talented staff in its ICT department, it should be possible to create a few simple, basic ICT tools as well as making modifications to open source software. Note that there may well be a small local company that can assist the TEI with this. In our research into solutions currently used by TEIs, in many cases they are essentially home grown but with support from a small local company. If the TEI can identify a competent, reliable local company this may be the preferred option.

Clearly both HR and ICT departments need to be involved in the selection of management tools.

Among the considerations which a TEI will need to take into account will be the ICT infrastructure that is available at their institution (including the number and capacity of computers, access to Internet, etc) and the staff capacity within the institution to use and support ICT tools. The introduction of ICT management tools initially will require careful planning, taking into account budgetary considerations and staff training needs.
Management Information Systems

Open Source MIS

FreeMIS

http://project.freemis.net/

FreeMIS is a free, web-based management information system for schools. Although its functions do not include some of the needs of a TEI which is a larger and more sophisticated institution, there is still much in common between the requirements of both institutions. FreeMIS is completely customisable and can be expanded to take into account many of the additional requirements of a TEI. Accordingly it should be possible for the IT department to work in liaison with the TEI management to make this a very useful institutional management tool.

Free School Administration software

Oracle School Express

www.oracle.com/za/eschools/

Oracle School Express is a free school administration software that allows administrators to capture student details on areas such as:

- Registration
- Class allocation
- Attendance
- Marks register and exam performance
- Fee payments

This is a more limited range of data than with FreeMIS. However, it is very straightforward to use, and although designed with schools in mind, the above functions can also be applied to the administration of students at a TEI.

Enterprise Resource Planning Solutions

Open Source ERP Solution

The main reasons for choosing an open source ERP system are cost and flexibility. The system can very easily be developed to meet the particular requirements of the TEI which are likely to include the following: information portals, on-line learning, course details, examination details and results, library information, classroom timetabling, student enrolment, admission and fee payment details, and many other functions. With an open source solution, modules covering these areas can be developed and added to the system incrementally over time.
University ERP system – Mecca

http://sourceforge.net/project/showfiles.php?group_id=127629

This is a free open source ERP solution and at Mecca version 3 it can run on multiple platforms. Much work to make it stable is still going on, and frequent updates are found in the link above and available for downloading.

Commercial Vendors – Customisable off-the-shelf ERP solutions

SAP – SAP’s Campus Management

http://www.sap.com/industries/highered/index.epx

This solution supports all the main organizational processes, including campus management for student and academic services, grants management, student ‘life-cycle’ management, financial operations, human capital management, procurement and asset management.

Oracle ERP - PeopleSoft Enterprise Campus Solutions


PeopleSoft Campus Solutions is similarly wide-ranging, and can be expanded to meet new requirements as an organization grows. The software uses a browser-based system that lets users access their information anytime and anywhere – they just need access to the Internet.

Caution: As mentioned before in these ICT sections, if a TEI wishes to buy a commercial product it is important to check that the company offering it has a good reputation locally in terms of product quality, speedy and efficient support, etc. Decision-makers at the TEI should ask the company for local references which can be followed up.

References:

http://en.wikipedia.org/wiki/Human_resource_management_systems
