Recruitment, Development and Retention of Teacher Educators in Ethiopia: Implications for Education Quality

Aklilu Dalelo Wamisho¹

Professor of Geography and Environmental Education, College of Education and Behavioral Studies, Addis Ababa University, Ethiopia

Abstract

In Ethiopia, not much is known about the characteristics and roles of teacher educators as a distinct professional group. The study, the result of which is partly reported here, was therefore aimed at shedding some light on this area by assessing the recruitment, development and retention of teacher educators (in selected colleges of teacher education). Document analysis, interview with deans of colleges of teacher education and a questionnaire were employed to gather information on views of teacher educators themselves. The information gathered through review of policy documents and interview with college deans was analyzed by sorting it out thematically. The key/first-order themes used for analysis and subsequent discussion were recruitment, development and retention of teacher educators whereas characteristics, roles and competences of teacher educators were used as second-order themes. The results indicate, among other things, that the profession of teacher educators received adequate policy attention in Ethiopia. Interviews conducted with college deans confirm that efforts have been made to recruit and develop teacher educators as per the policy provisions and requirements. There are, however, challenges that threaten to undermine efforts being made to retain capable teacher educators. These include lack of a clear career structure and commensurate salary adjustment, inadequate professional development scheme, and lack of housing facility. The paper ends by putting forward some recommendations.

Key words: Educator, Profession, Quality, Recruitment, Retention, Teacher

¹ Corresponding author, email: <u>aklilu.dalelo@aau.edu.et</u>; akliludw@gmail.com

Introduction

The meaning attached to quality of education has remained elusive partly because definitions of quality "vary depending on the aims and purposes of the educational provision or country and historical context" (McKimm, 2009, p.186). Consequently, controversies abound regarding parameters and techniques of measuring quality. If we see, for instance, education quality from the perspective of 'student learning', we could use their 'achievement' as a criterion to measure quality. This, in turn, requires a careful assessment of the contributions of the various factors that contribute to learners' achievement no matter how one understands achievement.

Current literature on quality of education clearly indicates that the role of good teachers is second to none with regard to improving learner achievement. It is also well established that multiple factors are involved in the making of good teachers. Building an effective teacher education system is one of such factors (European Commission, 2013; Monteiro, 2015). It is thus strongly suggested that as an education system cannot exceed the quality of its teachers, the quality of teachers cannot exceed the quality of the system either. It is quite likely that well-prepared and highly motivated teachers may be hindered by poor, degraded and undignified working conditions that worsen the difficulties of practicing the profession (Monteiro, 2015).

Teacher quality is also determined by the quality of teacher educators. No matter how teacher quality is perceived and operationalized, one cannot achieve it without a genuine and sustained support from teacher educators. As student learning is not perceivable without quality teachers, preparation and development of quality teachers is unthinkable without quality teacher educators. Hence, the recruitment and development of those who educate teachers is believed to be a prerequisite for raising the quality of teaching and improving learning outcomes (European Commission, 2013). Similarly, a study from India underscores that "the quality of education as well as the future of our nation [India] largely depends on the quality of teacher educators" (Barman et al., 2015, p.1376). Cochran-Smith (2003, p.25), on her part, strongly argues that "if we are to have teachers who are change agents, we must also have teacher educators who are prepared to be the same." Despite the existence of such strong voices on the role of teacher educators, education policy in most parts of the world seems to place teacher educators in the margins. The overall situation is well captured by the following statement: "... we have paid relatively little attention in the past to an important component of teacher education – the quality of teacher educators. We know little about the learning, practices, and preparation involved in teacher educators' education" (Knight, et al, 2014, p.268). This is, indeed, a serious problem that warrants a systematic explanation.

The Problem and Rationale

Despite the fact that teacher educators occupy a strategic position and make an indispensable contribution to the preparation of a 'good teacher', issues related to the profession of teacher educators started to appear in educational research and policy arena only recently. The profession of teacher educators largely remained a hidden issue for so long. There has been

"minimal attention to what teacher educators should know and be able to do" (Goodwin, et al., 2014, p. 285). In most countries of the world, teacher educators are not only marginalized but also taking part "in their own marginalization", intentionally or unintentionally (Liston et al., 2008, p.111). What is more, Fenstermacher (1997, p.viii) passionately argues that teacher educators remained a voiceless group in most education systems: "We hear the voices of university researchers, of law makers, and of policy analysts, speaking about what teacher educators do or fail to do, but we do not often hear the voices of teacher educators themselves".

Unlike teachers, teacher educators still struggle to establish their position within the educational system. Questions like 'who are teacher educators?', 'how are they recruited, prepared and developed?', 'what roles do they play?' etc. are still being debated. In Europe, for instance, government policy on the quality requirements for teacher educators, and their academic and professional development, is said to be totally non-existent or underdeveloped, at best, in most of the member states (European Commission, 2013). Similarly, a study from Republic of South Korea shows that many of the government-operated institutes, which organize about two-thirds of all teacher in-service education courses, lack well-qualified teacher educators (Ee-gyeong et al., 2009, p.20). It is thus intriguing that despite a great deal of rhetoric surrounding the role of teacher quality in student achievement, little attention has been given to one of the most important factors contributing to teacher quality, namely, teacher educators.

In Ethiopia, not much is known about the characteristics and roles of teacher educators as a distinct professional group. Previous research seems to have neglected this aspect of the educational system. The study, the result of which is partly reported in this paper, was therefore aimed at shedding some light on this area by assessing the characteristics, roles, and competences of teacher educators and discussing the implications of these to the education quality.

Specific Objectives and Research Questions

The following are the specific objectives of the (larger²) study:

- 1. To examine the characteristics and roles of teacher educators as a distinct professional group;
- 2. To assess the problems encountered by teacher educators as a professional body;
- 3. To examine the standards for and profile of teacher educators in Ethiopian colleges of teacher education;
- 4. To assess the perception of deans of colleges of teacher education in Ethiopia about the profile, roles and characteristics of teacher educators;
- 5. To assess the perception of teacher educators in Ethiopia about their roles as a distinct professional group; and

² This paper reports part of a larger study aimed at exploring the characteristics, roles and competences of teacher educators in Ethiopia.

6. To indicate ways in which the profession of teacher educators could be strengthened in Ethiopia.

The (larger) research was aimed at seeking answers to the following questions:

- 1. What are the characteristics and roles of teacher educators as a distinct professional group?
- 2. What are the key problems encountered by teacher educators as a distinct professional group?
- 3. What does the profile of teacher educators in Ethiopian colleges of teacher education look like?
- 4. How do deans of colleges of teacher education perceive the roles of teacher educators as a distinct professional group?
- 5. How do teacher educators in Ethiopia perceive their roles as a distinct professional group?
- 6. How can the profession of teacher educators be strengthened in Ethiopia so that it makes a meaningful contribution to enhancement of education quality?

Characteristics and Roles of a Teacher Educator: A Brief Review of the Literature

Recruitment of teacher educators depends on expected characteristics, roles and competencies. Hence a brief review of literature on these factors is in order. The question as to who constitute the group called 'teacher educators' also seems worth addressing as there are still tendencies to confuse teachers with teacher educators.

Characteristics of teacher educators

The definition of teacher educators and the call for recognizing them to be part of a distinct professional group implies that they have distinct characteristics and roles. For instance, Murray et al., (2009, p.41) consider teacher educators as "a unique – but often overlooked or devalued – professional group, with distinctive knowledge bases, pedagogical expertise, engagement in scholarship and/or research, and deep rooted social, moral and professional responsibilities to schooling". More recently, with the growing consciousness of teacher educators as professionals, teacher educators' expertise has become an important area of inquiry in developing standards, and ultimately, in assessing and improving teacher educators' performance, effectiveness and growth in the field (Celik, 2011).

Though there is a growing recognition that teacher educators' expertise is quite diverse and complex in nature, the popular assumption that a good teacher would automatically make a good teacher educator is still traceable in some corners. Loughran (1997, p.3) suggests that the value of the 'special knowledge of teaching about teaching', which distinguishes teacher educators from teachers is, either taken for granted or not recognized at all: "... this special knowledge of teaching about teaching is tacit knowledge, knowledge easily overlooked by others, taken for granted by teacher educators themselves, and consequently neither sufficiently understood nor valued".

Competencies and roles required of teacher educators

International experience shows that the competencies expected of teacher educators are multi-layered (Dengerink, 2016), including what the writer calls first and second order competencies. The first order competencies refer to disciplinary content knowledge, pedagogical content knowledge, and knowledge about learning and teaching. These competencies are more or less the same for teachers and teacher educators. The second order competencies, on the other hand, are more specific to teacher educators: pedagogy of teacher education, teaching and learning in teacher education as a subsystem of higher education, developing scholarship and conducting research, supporting the continuous professional development of teachers and service to the further development of education in a global and diverse society. It should thus be noted that teacher educators are expected to be well versed with pedagogical content knowledge at two layers: as teachers (required of teachers) and teacher educators.

With regard to the roles of teacher educators, some scholars identified six distinct roles: 'teacher of teachers'; 'researcher'; 'coach'; 'curriculum developer'; 'gatekeeper'; and 'broker (Dengerink et al., 2015). Teacher educators, suggest Northfield and Gunstone, 1997, p.49), should maintain close connections with schools and the teaching profession; and be "advocates for the profession and supporters of teachers' attempts to understand and improve teaching and learning opportunities for their students". Teacher educators are also expected to be role models, not just dispensers of propositions and principles: "... for me, teaching student-teachers about teaching hinges on a need for teacher educators to 'practice what they preach'.... If student-teachers are to understand a particular teaching strategy, they need to experience it as learners and as teachers, not just hear about it" (Loughran, 1997, p.62). Knowing 'why' must be linked to knowing 'how' and prospective teachers "need to see this in their teacher educators' practice and to similarly experience it in their learning about teaching experiences".

Teacher educators are also required to embrace research as an important aspect of their profession. Research-informed practice is considered as a "life-long learning journey that must be embraced by all teacher educators regardless of whether they are ECTEs [Early Career Teacher Educators], Mid-career Teacher Educators or Senior Mentors" (Fehring & Rodrigues, 2014, p.127). It is important to note that the relative weight given to the diverse roles of teacher educators, in general, and the intensity and rigor at which research is conducted, in particular, may differ depending on country/university background (Murray et al., 2009). In England, for instance, teacher educators, in most old universities, are usually required to be research active and publishing their work in accepted academic formats, in addition to their teaching and service roles (Murray et al., 2009, P.35). In other universities, on the other hand, "there may be less pressure to be research active in the conventional sense, and teacher educators may focus their identities around their teaching and the scholarship which that involves". In the Netherlands, teacher educators are not required "to undertake research and publication, as these activities are traditionally defined as academic work" (Murray et al., 2009, p.39-40). Instead, they focus on preparing students for their future profession, devoting considerable time and energy on development of the teaching skills of prospective teachers.

The two cases discussed above (namely, England and the Netherlands) exemplify educational systems where there are clear policies on roles of teacher educators. It is also important to highlight the fact that there are many countries where there are no such policies. A study on the status and roles of teacher educators in two of east European countries, namely, Hungary and Poland, reveals, for instance, that neither country has an official definition of teacher educators' professional role (Symeonidis & Gajewska-Dyszkiewicz, 2017, p. 163-64). It was, nevertheless, found that the extent to which teacher educators were being considered and addressed as separate, distinct actors in the educational system differed substantially between the two countries. Contrary to Poland, where no attempts at forming an overarching representation of the teacher educators' milieu could be identified, in Hungary there seems to be a grounded self-understanding of teacher educators, evident not only in an established professional association but also in efforts to define teacher educators' competence profiles (Symeonidis & Gajewska-Dyszkiewicz, 2017).

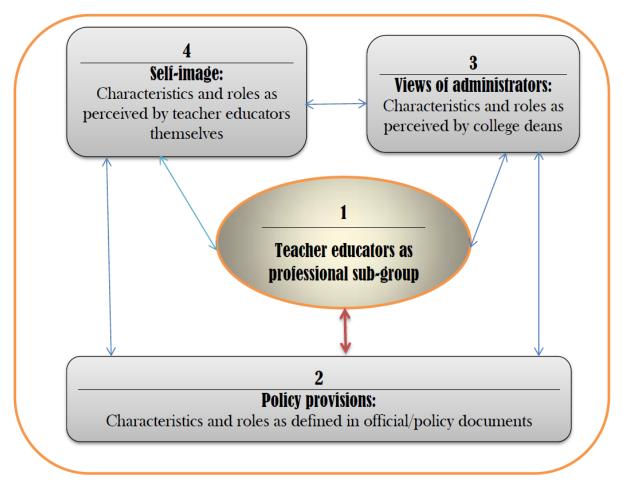
Given the variations in the conception of the profession of teacher educators across the globe, it is quite interesting to see the characteristics, roles and competences of teacher educators in Ethiopia and how they are recruited into the profession. This was what motivated the study the result of which is partly reported here.

A Conceptual Framework

Despite the controversies and confusion surrounding the definition and characteristics of the profession of teacher educators in some corners of the world, this study begins with a bold recognition that teacher educators form a distinct professional group within the teaching profession. The paper agrees with the claim that "teacher educators have much to contribute to the development of a systematic approach to teacher quality" and could "respond at both a conceptual/empirical and pedagogical/programmatic level in ways that build broader political support" (Liston et al., 2008, p.114). The paper also shares the grim warning by these writers that "if teacher educators do not contribute, they will move from their current marginalized status to one of irrelevance".

The way in and degree to which this professional group contributes to the advancement of the goal of education, in general, and improvement of student achievement, in particular, depend on a number of factors that interact in a complex manner (Fig. 1). The first factor is a policy provision. A policy provision relates to many things but the most important ones are whether the policy gives explicit recognition to this professional subgroup; and the degree of support it provides. The second factor is the view of educational administrators about teacher educators as a professional subgroup (their view is assumed to have a potential to help or hinder the efforts of teacher educators to advance their profession). The third factor relates to the self-image of teacher educators themselves as a professional subgroup. Irrespective of the place policy makers and educational administrators give to the profession of teacher educators, the value teacher educators themselves attach to their professional service determines the effectiveness of their service and their place in the teaching profession. Hence a strong call for teacher educators: "We [teacher educators] must make a compelling case that what we do has value" (Bullough, 1997, p.29-30).

Figure 1
A conceptual Framework



The conceptual framework (Fig.1) also indicates how the three factors (two, three and four) interact with each other and relate to teacher educators as professional subgroup (factor one). In all cases, the relationship is two-way, one affecting the other both positively and negatively. We can thus read the following relationships, among others, from the conceptual framework:

- (a) Teacher educators as a professional subgroup could benefit greatly where there is an explicit policy provision and go unnoticed where there is none.
 - Conversely, teacher educators could apply pressure to force the system to recognize the subgroup and give it due space during policy revisions.
- (b) Where there is a clear policy provision, college administrators could be empowered to support teacher educators; and be accountable when they fail to do so. In the absence of such a policy provision, the role administrators play would depend on their goodwill.
 - Conversely, in colleges where administrators value the unique role of teacher educators as a professional subgroup, they could work towards national policy that supports teacher educators.

- (c) Teacher educators' self-image and morale would be much higher where there is a strong policy backing. The reverse is lack of motivation and tendency to deny ones identity as a teacher educator.
- (d) With or without a policy provision, teacher educators and college administrators could enter into a relationship that could either advance or retard the development of the subprofession.
 - When they have strong and positive relation, they could work together to advance the sub-profession and even advocate for a new policy towards this end.
 - o In situations where there is bad relation, administrators may undermine teacher educators and the latter keep on complaining or even change their profession.

The study, the result of which is partly reported here, was aimed at understanding the status of teacher educators as a professional group in Ethiopia and how the above factors operate and relate to each other. The part reported here deals mainly with policies and practices related to recruitment, development and retention of teacher educators. As indicated earlier, the larger study used diverse methods of data gathering and analysis to achieve the stated objectives.

Method

This study is an exploratory survey aimed at understanding the status of teacher educators in Ethiopia. It is noted that exploratory research is "typically conducted in the interest of 'getting to know' or increasing our understanding of a new or little researched setting, group, or phenomenon..." (Ruane, 2005, p.12). Likewise, Lodico et al., (2006, p.285) point out, an exploratory design is used where not much is "known at the start about a topic or program to create an accurate quantitative survey". This was exactly the case when it comes to the profession of teacher educators in Ethiopia. The writer could not trace studies systematically conducted and published on this topic.

Information (for the larger study) was gathered from different angles (policy, administration and instruction). Four methods (intended to complement each other) were employed to gather relevant information. The first was assessing key documents and reports like professional standards for teachers and teacher educators across the globe, country specific reports on the characteristics and roles of teacher educators, and empirical research published in international journals pertaining to characteristics and roles of teacher educators. In the case of Ethiopia, the Teacher Education System Overhaul (TESO) Handbook, the education and training policy, education sector development programs, teachers' and educational leaders' preparation and development blueprint; and the Ethiopian Education Roadmap (2018-30) were analyzed.

Second, legislations (e.g. the Teacher Education Colleges Legislation prepared by SNNPRS (South Nations Nationalities and Peoples Regional State)) and human resource manuals were consulted to see how teacher educators were recruited and selected, and the criteria used to promote teacher educators from one rank to the other.

Third, a questionnaire was developed and sent out to teacher educators. It was meant to gather information on their views about the expected roles of teacher educators, what roles they were actually playing more frequently (as teacher educators themselves), and problems encountered by teacher educators in Ethiopia. The questionnaire was also used to gather information on the profile of teacher educators currently serving in selected teacher education colleges and their views as to how to improve the preparation and development of teacher educators in Ethiopia.

Finally, extensive telephone interviews were conducted with the deans of all five colleges of teacher education in Southern Nations, Nationalities and Peoples Regional State (SNNPR). The deans were asked to describe major issues related to recruitment, development and retention of teacher educators. The information gathered also included key challenges facing teacher educators, and what is to be done to improve the performance of weaker teacher educators and retain those who are academically strong and professionally committed.

Information gathered through review of policy documents and interview with college deans was analyzed by sorting it out thematically, the themes serving as codes. The key/first-order themes that are used for analysis and subsequent discussion were *recruitment*, *development* and *retention* of teacher educators. Second-order themes used for analysis were *characteristics*, *roles* and *competences* of teacher educators. The findings of the larger study have been reported under three titles: recruitment, development and retention of teacher educators; problems encountered by teacher educators; and the perception of teacher educators in Ethiopia about their roles as a distinct professional group. This paper reports findings specifically related to recruitment, development and retention of teacher educators in Colleges of Teacher Education in SNNPR.

Results

Selection and Development of Teacher Educators

Policy provisions

Most of the documents reviewed indicate that the profession of teacher educators received adequate policy attention in Ethiopia. The TESO document cited earlier contains, for instance, a comprehensive list of competencies expected of would be teacher educators (MOE, 2003). It is interesting to note that most of the competencies that could fit both under first and second order competencies (Table 1) are included. The TESO Handbook contains ten points (competencies) expected of a 'professional teacher educator' (Box 1).

Box 1:

Profile to fulfill the role³ of a professional teacher educator (*emphasis added*)

- 1. High quality teaching experience ... in order to develop strategies for *helping others to learn* how to teach.
- 2. Having his/her own theories about the nature and practice of teaching and be able to explain and defend them to others.
- 3. Understanding of the complexities of teaching and the *consequences of these for learning to teach*.
- 4. Awareness about the uncertain and tentative nature of the theory base for teaching; and the *consequences of this for teacher education*.
- 5. Understanding of the <u>nature and processes of the teacher educator's roles</u> in observation and supervision in order to foster self-appraisal in the student teacher.
- 6. Ability to lead seminars, groups and learning teams effectively.
- 7. Capacity to analyze learning situations and devise and recommend possible solutions to <u>meet</u> <u>both pre-service and in-service needs</u>.
- 8. Provide *assistance for teachers* in syllabus design and in devising of materials.
- 9. Sufficient knowledge of constructivism... to apply it in the process of theorizing about and reflecting on teaching.
- 10. Skill in working to solve *problems effectively within a team setting*.

Source: MOE, 2003, p.15

An attempt has been made to put each of the ten requirements under the two categories of competences suggested by Dengerink (2016). Three of the requirements relate to first order competencies while four relate to second order competencies (Table 1). The remaining three requirements are mixed, i.e. address both first and second order competencies. What is even more striking is that all ten requirements relate to learning and teaching (not mentioning anything about subject matter). A note has, however, been made in the document that the profile of teacher educators assumes that they meet the requirements expected of teachers⁴. One can thus see that judging the adequacy of the profile of teacher educators shown in Box 1 would be difficult or highly misleading without reviewing the profile of teachers in Ethiopia.

³ It has been indicated that these competences are additional to the profile for teachers.

⁴ This has a far reaching implication – teacher educators are thus assumed to have a background as school teachers.

Table 1Analysis of the profile of teacher educators in Ethiopia against the expected competencies (Based on TESO, MOE, 2003, p.15)

Profile (see	Competence type	Focus
Box 1)		
1	First and second order	Pedagogy
2	First order	Pedagogy
3	First and second order	Pedagogy
4	First and second order	Pedagogy
5	Second order	Pedagogy
6	First order	Pedagogy
7	Second order	Pedagogy
8	Second order	Pedagogy
9	First order	Pedagogy
10	Second order	Pedagogy

As noted above, the profile of teacher educators listed in the TESO Handbook presupposes that teacher educators also demonstrate the competencies expected of school teachers. It is therefore important to look at the competencies expected of Ethiopian school teachers from official sources so as to get a complete picture of the requirements to become a teacher educator. The document analysis conducted as part of this study also reveals that the Ethiopian Ministry of education provides an extensive list of competencies required of teachers already in the system or those to be newly deployed (MOE, 2003, p.40-43). More importantly, the specific competencies have been categorized under seven headings: competency in producing responsible citizens; subject(s) matter and its teaching, classroom communication and approaches to learning and teaching, classroom organization and management, assessment, areas related to the school and the education system, and the values, attributes, ethics and abilities essential to professionalism (Box 2).

Box 2:

Competencies expected of Ethiopian school teachers

Competency in:

- ✓ producing responsible citizens;
- ✓ subject(s) matter and its teaching;
- ✓ *classroom communication and use of approaches to learning and teaching;*
- ✓ classroom organization and management;
- ✓ assessment;
- ✓ areas relating to the school and the education system; and
- ✓ the values, attributes, ethics and abilities essential to professionalism.

Source: MOE (2003, pp.40-43)

When one combines the requirements for becoming a teacher (Box 2) and teacher educator (Box 1) as specified in key official documents, most of the first and second order competencies seem to have been duly considered. The other document that has an equally strong implication to recruitment and development of teacher educators is the "Teachers' and Directors' Preparation and Development Guideline" prepared by the Federal Ministry of Education (MOE, 2017). This document also contains useful information about the requirements of each of the key players in the educational system, including teacher educators.

With regard to teacher educators, the document requires them to demonstrate both subject matter knowledge and pedagogical competencies. What is more, teacher educators with experience in teaching are given priority during selection. In cases where there are applicants with attractive academic profile but no teaching experience, the document states two additional requirements for such people to become a teacher educator: undertaking a Higher Diploma in Teaching Program (HDP); and a year-long teaching experience in one of the surrounding primary or secondary schools (MOE, 2017, p.34-5, document available only in Amharic).

Another policy document, prepared at the regional level, namely, the 'Teacher Education Colleges Legislation', requires all teacher educators to have license to serve unless they are new to the profession (SNNPRS, 2018, p.77-79):

All teaching staff is required to possess a teacher educator license from the HDP and ELIC. No instructor is allowed to teach in the college without producing such a certificate of license from a recognized institution and college ELIC respectively unless otherwise the staff is new for teaching profession.

One can thus clearly see that the key policy documents prepared both at the federal and the regional levels carry provisions that help Colleges of Teacher Education (CTEs) define the characteristics and roles of teacher educators, and guide efforts with regard to their recruitment, development, and retention.

Roles of teacher educators

The aforementioned documents show, among other things, the types of engagements expected of teacher educators. According to a document prepared by Ministry of Education (MOE, 2017), teacher educators are required to teach 12 hours a week, offer special support and counseling services, conduct research and disseminate the results thereof, engage in consultancy services (as per the provision of the college's regulations), and facilitate/catalyze the partnership between their college and schools in its surrounding. One can see that teacher educators in Ethiopia are required (as per official documents) to engage in four of the six key roles discussed in the brief review of the literature presented earlier (see Dengerink et al., 2015). The roles not specifically mentioned in the document reviewed here (MOE, 2017) are teacher educators as 'curriculum developers' and 'gate keepers.

The practice on the ground

All the CTEs that participated in this study seem to apply similar criteria and procedures to recruit and deploy teacher educators. The criteria used include, as indicated by the college deans, previous experience in teaching (in colleges or schools), participation in Higher Diploma in Teaching Program (HDP), and participation in a PGDT Program after completion of their first degree (candidates without PGDT are considered only when there is no other alternative). Applicants with BEd and MEd are given priority over those with BA/MA and MA/MSc. Besides, candidates are required to have a GPA of 2.75 for males and 2.50 for females. Applicants who meet all these requirements are then subjected to a rigorous interview, and they are asked to conduct a lesson in their area of specialization. The latter was meant to check their content knowledge and skills in presentation and communication.

The college deans also noted that interviews are used to assess the attitude of candidates towards the teaching profession. Two of the colleges indicated that they administered an entrance exam that covered both subject matter and pedagogical aspects. In one of the colleges, the entrance exam carried 90% (minimum required performance being 50%) of the overall requirement thereby leaving only 10% for the remaining criteria: interview (5%) and experience (5%). In the same college, an additional 4% is given to female candidates. Some of the colleges give priority to those with relevant training and computer skills.

In general, the study shows that there is a degree of alignment between policy specifications (as stipulated in the official documents) and the practice on the ground. None of the colleges is hiring teacher educators without subject matter and professional preparation (except in some cases where getting candidates with such a profile is virtually impossible). What about efforts to retain those who are in the system?

Effort towards Retaining Teacher Educators

Professional support

The interview conducted with the deans of CTEs indicates that, following their deployment, teacher educators receive some professional support from their respective colleges. The most important is an opportunity to attend a Higher Diploma in Teaching Program (HDP). The HDP, usually offered in collaboration with universities located nearby, is primarily aimed at improving pedagogical skills. Some CTEs have already built their capacity and got certified to conduct HDP. Nevertheless, the diplomas are still being issued by the collaborating universities. It is important to underline that every newly hired teacher educator is required to go through the HDP. The College Legislation referred to earlier adds participation in English Language Improvement Program (ELIP) as a requirement: "All teaching staff is required to possess a teacher educator license from the HDP and ELIC" (SNNPRS, 2018. p.77).

There are also a few professional development programs undertaken at college and department levels. Trainings conducted at a college level (other than HDP) cover a range of issues including action research and assessment. In one college, teacher educators meet every week and discuss on issues of their interest. At a department level, an attempt is often made to address the

needs of the staff, i.e., training is organized based on the felt needs of the participants themselves. Peer learning (observation) is often encouraged but not practiced at any significant level. Though not as strong as HDP, the English Language Improvement Center (ELIC) offers opportunities for teacher educators to improve their English language. It is also indicated by the deans that the main focus of ELIC is, so far, supporting graduating students, not teacher educators.

Upgrading is the other strategy commonly used in CTEs. The dean of one of the colleges indicated that teacher educators are sent, after a year of service, for further education (for a masters degree, unless there is a serious shortage of teacher educators in the concerned department). In some cases, CTEs sponsor PhD candidates, but this is quite rare (where there is no tuition fee required, CTEs could pay their salaries or pocket money). One of the colleges, in particular, highly encourages teacher educators to upgrade their qualification through formal education, after two years of service. At the time of this study (2018/9), there were eight teacher educators who were doing their doctoral degrees in this college alone.

Recognition and awards

All the colleges which participated in this study organize events annually to recognize those with outstanding contribution to the profession. The deans of the colleges indicated that such events are organized at the regional level, by the Regional Bureau of Education (RBE). The selection of candidates is made by the respective college and forwarded to the RBE. The best teacher educator will then be selected based on established criteria and given a certificate and a token gift, just to express appreciation. Besides its contribution to recognition and awards, teaching effectiveness is considered as one of the criteria used for selecting teacher educators for scholarship to upgrade their academic qualification (e.g. to a PhD). One of the colleges offers scholarship priority to its 'model' teacher educators to do their PhD, and arranges a special tour for site seeing and recreation. In some of the colleges, recognition events are also carried out at a stream level (Stream is the level above a Department, e.g., Social Science Stream).

Accommodation and child education-allowance

Some of the colleges own residential facilities for teacher educators (though most have very few houses). In one of the CTEs, for instance, there were about 20 houses which were given to teacher educators based on their order of application (first come-first served) except those with families. The rest are entitled to a housing allowance which is nominal (250 Birr subjected to income tax, at the time of the study). Unlike the others, one college is lucky enough to provide housing to 80% of the teacher educators (within the campus!). This is because former student dormitories were changed into teacher houses. None of the colleges provided allowance for education of staff children which could have contributed immensely to retention of teacher educators.

Career structure and salary

TEIs are found to have a career structure which is pretty similar to the one currently used in Ethiopian universities. The following are the ranks/career levels used in colleges that participated in the study: Graduate Assistant I (GI), Graduate Assistant II (GII), Assistant Lecturer, Lecturer, Assistant Professor, Associate Professor, and Full Professor. Thought this structure is in place for sometime now, in practice ranks above lecturer are not yet conferred thereby creating a great deal of dissatisfaction among teacher educators. Nevertheless, those who have PhDs are automatically promoted to the rank of assistant professor but tend to leave the colleges to join universities (see the section on challenges).

Efforts towards Quality Enhancement and Assurance

Engagement in research

One of the roles of teacher educators is engaging in (applied) research. The overall performance in this regard seems by no means adequate. In one of the colleges, for instance, after several years of hibernation, the research unit has been revitalized quite recently. A team composed of five teacher educators was set up to administer research activities, assesses proposals, work on funds for selected proposals, and organize sessions for the presentation of findings and even publication of results (for internal use). So far, they published one issue and another issue was forthcoming. The research is basically meant to solve problems encountered by teacher educators and hence could be seen as an action research. Some teacher educators conduct their research in surrounding schools.

Another college reported a better experience. It allocates budget for research every year and invites staff to compete for funding in thematic areas identified by the College. When it comes to publication, however, there are no opportunities on offer. The individual efforts of the teacher educators account for the difference in this regard, i.e., publication and circulation depends on the ability of teacher educators to solicit funding which is perceived by many to be quite hard.

Performance assessment

Interviews conducted with college deans show that a rigorous scheme of assessment and evaluation has been applied to measure the performance of teacher educators. This was done by their students, department heads, stream heads and academic deans, on a semester basis. In one of the CTEs, for instance, the various assessment categories had been weighted as follows: assessment by students (50%), stream leaders (30%), and academic deans (20%). The results of assessment are used by teacher educators during application for promotion to a higher level (rank). This makes assessment one of the most important processes with a tremendous impact on the professional life and aspirations of teacher educators. For instance, those who fail to obtain a cumulative result of 75% are not promoted to the next level. The benchmark gets even higher as the rank increases thereby acting as an effective mechanism of quality assurance.

Mechanisms to support incompetent teacher educators

In most colleges, there is no clear guideline to identify and remove teacher educators who are not performing well. The deans noted, however, that a discussion is being conducted at federal level as to how to identify and support poorly performing teacher educators. This discussion hasn't produced a concrete guideline that could be applied by the respective colleges yet. One of the documents prepared by the Federal Ministry of Education (MOE, 2017, p.42) confirms that a policy on certification of teacher educators is on its way. More importantly, it indicates that teacher educator who fail to meet the requirements of the new guideline will not remain in the system.

The CTES have no mechanism in place that governs renewal of contract or otherwise (the aforementioned guideline could hopefully change this as well). Teacher educators remain on the job unless they commit serious offences that cause termination of agreement. Where there are disciplinary problems, the case would be reviewed by the discipline committee and corrective measures would then be taken in accordance with the offense. Most of the colleges reported that they have such mechanisms, albeit much weaker than the mechanism to recognize and reward best performing teacher educators. In one of the colleges, for instance, disciplinary issues are presented by the respective stream to the Counsel of Streams which meets once a week. Teacher educators who are found to have committed a disciplinary breach are given verbal and written warnings (for minor offences) and salary cuts are made in other cases. Teacher educators who demonstrate carelessness during practicum (e.g., who do not conduct reflection properly, etc.) are also disciplined.

On the whole, there is no significant disciplinary measure taken so far to remove teacher educators who lack the academic and professional competence. The only exception is the experience of a CTE where ineffective teacher educators and/or those who committed serious disciplinary breaches had been removed from the system. Complaints were first brought by students to their respective departments. The departments brought the issue to the Stream in charge. The Stream then made a rigorous assessment of the case and put forth recommendations to the College's Academic Commission for final decision.

Challenges Facing Recruitment, Development and Retention

Structural gap

CTEs in Ethiopia have been operating in a shadow with no clear place in the country's educational landscape. Higher education institutions have long been accountable to the Ministry of Education. The colleges, despite being part of higher education, did not have a place in the Federal Ministry of Education. Neither do they have a clear position in the structure of the Regional Bureaus of Education. As a matter of fact, the colleges are supposed to be accountable to RBE, but there is no section created to support them even under these bureaus. The Teacher Development Directorate focuses on development of teachers in general with no special unit responsible for teacher education colleges. The deans of the colleges who took part in this study felt that this is one of the most serious structural gaps responsible for most of the challenges the colleges faced.

For instance, when salary⁵ increments were made for teacher educators housed in universities, those in colleges had been overlooked and this created havoc in colleges leading to multiple complications including turnover of staff mostly migrating out to nearby universities. Quite recently, one of the colleges trained three of its staff at a PhD level and none of them reported back to the sending college. Another college lost its only PhD holder. The pulling factor is a better fringe benefit at universities, including higher rate for part-time engagements. The age-old confusion as to whether CTEs fall under higher education or general education still lingers.

Career structure not being fully implemented

As indicated earlier, the career structure in place is only partly implemented (after Lecturer II) thereby causing demotivation on the part of teacher educators. Once they get their master's degree and achieve the rank commensurate with it, there is no any means of motivating them. No matter how long one serves, the salary and benefit scheme would be absolutely the same after achieving the rank of a lecturer. The colleges complained about this for quite long but no concrete action was taken.

As colleges are now being managed by a Board, there is a growing hope that positive changes would be introduced in several fronts including issues related to career structure and selection and appointment of college management team (including the dean). Indeed, the first steps seem to have been taken. For instance, for the first time, deans are being assigned on competitive basis (based on a detailed guideline issued by RBE). In the past, most education officials, including deans, had been assigned based primarily on political loyalty. The latter had been one of the causes for deep dissatisfaction and resentment among teacher educators.

Inadequate salary and benefit scheme

The generally low salary and benefit scheme, including housing allowance, has long been a formidable obstacle to recruit competent teacher educators. The salary currently paid in CTEs is widely believed to be way below what is needed to cover living expenses. Worse still, the low pay is perceived as one of the indicators of the low status accorded to the teaching profession in Ethiopia. In relation to this, one of the deans interviewed expressed a strong resentment:

The issue is not about how much teacher educators earn (the numbers). It has more to do with the value given to the profession and respect to the professionals. The society doesn't seem to give due value to the teaching profession, in general. Though teacher educators give similar/comparable services to colleagues working in a university, they are not treated equally. For instance, the housing allowance given to teacher educators who serve in colleges of education is close to nothing.

Another cause of extreme resentment voiced by the deans was the rate of pay for part-time engagement which was perceived to be an insult to the profession (100 birr per hour for those with

⁵ The issue related to salary scale is now resolved, according to the deans, but there are still legions of issues unresolved, owing to the structural gap.

MA/MSC and 120 for those with a PhD). This amount is obviously too small to justify in any way (not enough to buy a *kitfo!*⁶, in the words of one of the deans). In general, the small amount of pay both in absolute and relative (compared to the pay for university based teacher educators) terms caused a great deal of unease among teacher educators.

Shortage of housing remains one of the serious issues. All CTEs, except one, have a serious housing problem. One of the colleges has no housing facility on or off campus. Some teacher educators were given plots of land to build their own house (the issue as to how they manage to do this is still on air). Teacher educators get a housing allowance which is not worth talking about (250 Birr⁷ per month which is subjected to income tax!). Such a low housing allowance is found to have been adding more fuel to the flame (deans resent that the amount being paid today had been introduced when the colleges were established several decades back!!).

The problem of housing is further complicated by the skyrocketing cost of renting a room or villa. In all the towns where the colleges are located, a small room (in a shared compound) costs more than 2000 Birr. A private house (villa) with one/two bedrooms costs more than 4000 Birr. This was the most important pushing factor. Teacher educators simply didn't want to come to or stay in these colleges because of this problem. Besides, lack of a 'proper' place to stay was found to have been damaging the morale and dignity of teacher educators. A case in point was the situation where teacher educators, who came home late after offering evening classes, were harassed by the landlord/landlady for not respecting the rule of the house (i.e. not staying out long into the evening!).

Inadequate professional development scheme

In Ethiopia, there is no program except the HDP, specifically meant to prepare and develop teacher educators. To make matters worse both the origin and process of HDP have been severely criticized by researchers and practitioners (Tessema, 2006, p.389). The Program is believed to have been initiated by the Ministry of Education in collaboration with British Overseas Voluntary Services so as "to implement partly the government's policy of imposing a compulsory teacher certificate or license on all those who aspire to continue as teacher educators". Besides, top-down approach followed in the preparation of the course packages and selection of facilitators made it less attractive among teacher educators. It is hence concluded that "... contrary to the goals for which it is designed, it is inflexible... teacher-centered and undemocratic practices are still dominant in the classrooms and its milieus".

It is also widely felt that teacher educators working in CTEs are clearly disadvantaged with regard to pursuing their goal towards a terminal degree. The Ministry of Education offers PhD opportunities for teachers at universities but not for those working in CTEs. As a result, teacher educators often move away from colleges to universities in search of opportunities to pursue their PhD. Currently, this is presented as yet another cause for frustration on the part of teacher educators

⁶ Kitfo is a traditional food highly revered in southern part of Ethiopia.

⁷ This translates to about 5USD per month!!!

working in CTEs. There is a general feeling that the Ministry of Education is unfair with regard to upgrading⁸ the capacity of teacher educators housed in CTEs.

Practicum related challenges

CTEs offer five courses related to practicum. Prospective teachers go to schools twice (for 15 and 45 days). Teacher educators consider this as a bit too much. The following comment by one of the deans summarizes the general feeling among teacher educators:

There are five courses related to practicum. Prospective teachers go to schools twice (for 15 and 45 days). Teacher educators consider that a bit too much. The lengthy practicum is also felt as a hindrance to research as it consumes most of the time at the disposal of teacher educators.

The other issue related to practicum is shortage of financial resources to run it properly. Conducing practicum properly involves a huge logistical and budgetary commitment. In the past, much of the financial issues were addressed using the GEQIP scheme. The scheme was terminated putting the burden on CTEs which are now trying to handle it using their own budget. This came with two problems. First, the budget allocated for this purpose is by no means comparable with that used when the program was planned and launched (when GEQIP was still operational). Second, the finance department is not aware about the intensity of work and related expenses thereby making financial request and settlement such an arduous job for the practicum coordinating offices. This has a direct impact on students' assignment to schools; and deployment of teacher educators.

An underdeveloped research facility and culture

The overall environment to do research is not conducive. With regard to this, one of the deans regrets that the Unit responsible for facilitating research was closed with not justification:

There was a section devoted to "Research and Publication" when the college was established as an institute in 1991 E.C. This section was closed for reasons which were not clear thereby leaving no unit responsible for initiating and supporting research endeavors. After several years of hibernation the research unit has been revitalized by the college's own initiative.

The other problem is what could be presented as a weak research culture among teacher educators. Though teacher educators are expected to be researchers, this role seems to be among the least valued and exercised. This is all the more regrettable as teacher educators have a great opportunity to use the partner schools as field sites and their prospective teachers as co-researchers.

⁸ The Doctor of Education (DEd) program currently introduced by the Ministry of Education can, hopefully, address at least part of this particular problem.

Discussion

It is rightly underscored that the future of teacher education is dependent on the willingness of teacher educators to practice theory; to theorize their practice; and to put the results of their efforts "before a frequently hostile public" (Bullough, 1997, p.29-30). This, in turn, requires having a system of education which gives the sub-profession of teacher educators a due place. In view of this, the results of the study reported in this paper provide helpful insights into the status of the profession of teacher educators and the implication of this to quality of education in Ethiopia, in general, and that of teacher preparation and development, in particular.

This section attempts to synthesize the findings of the study in light of the conceptual framework developed for this purpose (Fig.1). At the center of the conceptual framework are teacher educators as a sub-group in the wider profession of teaching. Given the structure and organization⁹ of the colleges included in this study, every academic staff is a teacher educator! That is who s/he is as the colleges are exclusively dedicated to preparation of teachers. So, unlike those serving in university-based colleges of education, teacher educators do not seem to face a situation which puts them in an identity crisis¹⁰. No matter what they teach (subject matter or pedagogy), they are preparing teachers and hence are teacher educators, by definition. This is quite important as it gives credence to the claim that there is a sub-group in the teaching profession called the profession of teacher educators. It is also interesting to note that the colleges harbor all the four 'families of teacher educators' suggested by Fenstermacher (1997, p.ix) albeit to a varying degree. These are the family that prepares teachers to 'impart their content efficiently and expertly'; that enables teachers 'to assist students to develop a critical understanding of society, so that they do not merely reproduce the given culture'; that prepares teachers 'to assist students in becoming makers of meaning'; and that consists of 'those who believe that the essence of teaching is in reflecting on experience and reconstructing practice following reflection'.

The second component in the conceptual framework relates to 'policy provision'. There is a growing understanding, globally, that teacher educators alone "cannot assure good quality teacher education without an effective teacher education institution, which constitutes the teacher education system" (Sanyal, 2013, p.33). One of the implications is that there must be a policy that supports the running of what is presented by Sanyal as a 'good quality teacher education'. The document analysis conducted as part of this study clearly indicates that the key policy documents contain important provisions for preparation of teacher educators in a way that addresses all the key dimensions of the sub-profession. As a whole, the findings indicate that the Ethiopian Ministry of Education takes the issue of professionalization of teacher educators quite seriously. Besides, international comparison shows that the Ministry's requirements are in line with global experience in preparation of teacher educators. Though there are variations across the world in the entry profile of teacher educators, having a prior experience as a school teacher appeared, in general, "to be an

⁹ All the colleges, except one, are located in huge campuses exclusively mandated to prepare primary school teachers.

¹⁰ In colleges of teacher education housed in universities, some lecturers are often seen struggling to consider themselves as teacher educators thought their work is exclusively related to preparation of teachers.

essential building block on which to develop an identity as a teacher educator" (Williams, 2014, p.325).

The third component of the conceptual framework (Fig. 1) deals with the views of educational administrators about roles and characteristics of teacher educators. Interviews with the deans have indicated that they held a holistic view about the characteristics and roles of teacher educators (similar to the requirements of the key documents discussed above). This is not surprising as the college leaders are probably among the producers of those documents. In any case, they are expected to implement the provisions of the national policies regarding recruitment, development and retention of teacher educators; and hence have such a holistic view. More importantly, the positive views the deans expressed about the characteristics and roles of teacher educators could be considered as a great asset for the advancement of the profession of teacher educators in Ethiopia.

The way the deans conceptualize quality of education and relate it to the role of teacher educators is worth an attention here. The deans clearly had a broad and comprehensive understanding of quality of education. One of them argued, for instance, that quality is 'subjective and hard to measure'. However, graduates from his college were required to enable children to achieve the minimum competencies set in the curriculum, no matter what their background and prior situation was. Teacher quality, according to this dean, is 'also related to the overall ability of graduates to handle students well'. This, in turn, 'requires more than understanding the subject in the curriculum'. It has to do with the 'application of the right methodology (teachers need to know how to tell in addition to what to tell)'. The deans also warn that quality is a result of multiple factors and, hence, it is not appropriate to expect teachers and teacher educators to be solely responsible for its achievement.

The fourth component of the conceptual framework relates to teacher educators' own views (self-image) about the characteristics and role of their profession. This component has also been included in the larger study but not reported here as space doesn't allow presentation of all results.

Finally, this study tried to identify challenges that affect the effectiveness of teacher educators. The most important ones are shortage of appropriate professional development packages and inadequate living and working conditions. Previous studies conducted in Africa report a similar problem severely undermining the quality of teacher education. The absence of a method for teachers to become teacher educators and lack of established standards to qualify as a teacher educator were, for instance, identified as among the shortfalls of the Kenyan education system (Nordstrum, 2015). The other challenges threatening efforts to retain good teacher educators in Ethiopia is shortage of a decent housing; and lack of both time and culture to undertake research geared towards problem solving. Though teacher educators had an impressive profile with regard to the balance of subject matter and pedagogy, the degree of engagement in research is by no means satisfactory due to unfavorable environment or lack of research culture on the part of the teacher educators.

The other key challenge, though not related directly to teacher educators but highly affecting their effectiveness, is lack of residence to college students. In fact, the deans consider

this as one of the factors damaging quality in their respective colleges. Unlike students assigned to public universities, those in CTEs are not privileged to have access to a dormitory service. This factor is found to make the work of teacher educators much harder and the results of their efforts much weaker. College students used to get 300 Birr per month for subsistence (this was raised to 450 Birr recently). Such a small allowance is found to have multiple impacts on the social and academic life of students (with a strong implication to quality of education). To begin with, this amount is not enough to cover expenses related to food and accommodation, let alone those related to education. To cope up with this problem, students rent accommodation in groups and in areas that are far away from the college campus. Students living under such a situation would obviously forge social relations (in this case mostly negative). The problem related to distance between students' residence and their campus is quite evident. Students cannot make use of services like library and tutorial. All of these factors have a negative impact on the academic achievement of the prospective teachers. If the problem of residence is solved, says one of the deans, most of the other problems indicated here would be solved automatically!

Conclusion

The last two to three decades saw a modest but growing interest in understanding the unique characteristics and competences of teacher educators. One can safely suggest that today there is, at least, the recognition in some countries that it would be difficult, if at all possible, to have competent teachers where there are no competent teacher educators. A document prepared by the European Commission stresses, for instance, that "...the selection and professional development of those who educate teachers is *a prerequisite* for raising the quality of teaching and improving learning outcomes' (European Commission, 2013, P.10, *emphasis added*).

The Ethiopian Education and Training Roadmap, now under implementation, identified the way teacher educators are recruited and developed as one of the missing-links in the education system and provided a strong policy advice: "Develop a framework for the selection, preparation and development of teacher educators" (MOE, 2018, p.45). The findings of the study reported here are hoped to shade light on areas where the 'framework' to be developed in the future needs to focus. With regard to characteristics and roles of teacher educators, the existing official documents have sufficient provisions. More importantly, the colleges included in this study are found to have been applying these requirements during selection and deployment of teacher educators.

Though there are noteworthy efforts to motivate and retain good teacher educators (e.g. regular events to recognize and reward them), lack of a clear career structure; inadequate professional development schemes; and shortage of housing services are found to be among the factors that undermine any efforts to retain capable teacher educators. The weak college-community link and poor research facility and culture are the other factors that affect quality in TEIs. The implications of this could be far reaching. What is clear, though, is as quality education is unattainable without quality teachers; the latter is equally unattainable without sufficiently motivated and committed teacher educators. Hence the paper ends by proving some recommendations to address the key problems identified by the study.

Recommendations

The following are recommendations¹¹ made based on the key findings of this study:

- Recognize colleges of teacher education as part of the country's higher education system and revise salaries and benefits as per the guidelines of higher education. This has already been made in terms of salary. The same has to be made for other benefits.
- ➤ Prepare a well thought about and need-based capacity building scheme for teacher educators, in addition to the existing HDP. The training could take place during summer break. This responsibility could be taken up by the five Centers of Excellence (CoE) currently housed in Universities of Addis Ababa, Bahr Dar, Jimma, Hawassa and Mekelle.
- ➤ Reform the entire curriculum of colleges of teacher education, including the revision of the practicum package. This should also address the issue of college-school partnership. The Ministry of Education and Regional Bureaus of Education should take this responsibility.
- Adopt an 'apprentice teacher system' as a transitional mechanism, i.e., until colleges have adequate pool of teacher educators to recruit from. In the apprentice teacher system, "the teacher candidates who have successfully passed the open competitive exam for teacher employment are subjected to classroom observation, instructional material preparation, classroom instruction, student guidance, and classroom supervision for one semester, or a one-year probationary period under a quasi-employment status" (Ee-gyeong et al., 2009, p.19). At the end of the apprenticeship period, the candidates' acceptance should be based on the holistic evaluation of their teaching competency and potential.
- Establish a robust link between BEd, MEd and DEd Programs. Strong DEd Programs could eventually satisfy the need for qualified teacher educators thereby boosting quality of education in the country.

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