

TEACHERS AND BEYOND: A MAPPING OF PROMINENT EDUCATION WORKFORCE TOOLS AND FRAMEWORKS

May 2022

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CONTENTS

Acknowledgments	iv
Abbreviations	iv
Executive Summary	v
Section 1. Introduction	1
1.1. Background	1
1.2. Purpose of the Mapping	3
1.3. Trends in Discussions on the Broader Education Workforce	4
1.4. Selection of Existing Education Workforce Frameworks	5
1.5. Structure of this Paper	5
Section 2. Existing Frameworks: Possible Contributions to Education Workforce Diagnostics and Remaining Gaps ..	7
2.1. Introductory Remarks	7
2.2. Overview of Existing Frameworks and Tools	8
2.3. Summary of the Main Gaps Emerging from the Analysis	22
Section 3. Reflecting on the Implementation of Existing Education Workforce–Related Frameworks	24
3.1. Introductory Remarks	24
3.2. Application of the Reviewed Frameworks at the Country Level	24
3.3. Reaching the Purpose and Targeted User Groups	25
3.4. Critical Implementation Issues	26
3.5. Effectiveness Considerations	27
Section 4. Considerations for Future Education Workforce Diagnostics: A Few Conclusions	29
4.1. Existing Frameworks: A Summary of Their Strengths and Gaps	29
4.2. Looking Ahead: Directions and Issues	30
4.3. Ensuring Effectiveness and Sustainability of the Education Workforce Diagnostic Tool	31
4.4. Key Points to Inform a Future Education Workforce Diagnostic Tool	32
Annex A. Overview of Prominent Recent International Frameworks Addressing the Education Workforce	33

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ABBREVIATIONS

EWI	Education Workforce Initiative
GEPD	Global Education Policy Dashboard
GEQAF	General Education Quality Analysis/Diagnosis Framework
GPE	Global Partnership for Education
ICT	information and communications technology
IICBA	International Institute for Capacity Building in Africa
IIEP-UNESCO	UNESCO International Institute for Educational Planning
NTP	National Teacher Policy (Uganda)
OECD	Organisation for Economic Co-operation and Development
SABER	Systems Approach for Better Education Results
SABER SD	Systems Approach for Better Education Results Service Delivery
SDI	Service Delivery Indicators
TALIS	Teaching and Learning International Survey
TPDG	Teacher Policy Development Guide
TTISSA	Teacher Training Initiative for Sub-Saharan Africa

EXECUTIVE SUMMARY

Greater effectiveness in the provision of quality education is a major goal for current national and international education agendas. While this goal is widely accepted, the means of reaching it are not necessarily straightforward. The education workforce is an education system's biggest investment and one of its greatest levers for change. The Education Commission's Education Workforce Initiative (EWI) recognizes that teachers are at the heart of the learning process but that they cannot work alone. It takes a team of professionals, including and beyond teachers, to provide quality, inclusive and equitable education for all. EWI's *Transforming the Education Workforce* report¹ called on the global education community to work with countries to develop tools and diagnostics to support more comprehensive education workforce development.

The Global Partnership for Education's (GPE) interest in broader education workforce issues is situated within the context of the partnership's current strategic plan (GPE 2025),² which recognizes "quality teaching" as a priority area within a wider system transformation agenda. GPE's work includes providing technical support in this area for the benefit of country operations, including the development and/or dissemination of tools and guidelines. Some GPE partner countries have shown particular interest in diagnostic or analytical tools to better understand the scope of their challenges related to quality teaching and the broader education workforce. Guidance in diagnosing the challenges of the education workforce and leveraging its potential for strengthened teaching and learning would be useful especially for those involved in preparing education sector plans or strategies, or specific programs aimed at improving teaching and learning.

This paper, therefore:

- a) Analyzes the *guidance that prominent existing international frameworks and tools*³ can provide for diagnosing challenges and strengths related to teachers and the broader education workforce. Special attention is given to tools dealing with *teachers, teaching and learning and/or related policies and management*, and for which several country applications have been reported. Challenges concerning the implementation and use of these tools are also explored tentatively through a set of interviews with professionals involved in their application and/or monitoring.
- b) Attempts to *identify the main gaps and challenges* that remain to be addressed as regards the contents, methodology and implementation of future education workforce diagnostics.
- c) Suggests *possible directions and considerations* for the development of future education workforce diagnostic tools.

Annex A includes a summary of the frameworks reviewed, with their respective purposes and features. An additional, unpublished annex with more detailed descriptions of the tools is available on request.⁴

1. The Education Commission, *Transforming the Education Workforce: Learning Teams for a Learning Generation* (New York: The Education Commission, 2019), <https://educationcommission.org/wp-content/uploads/2019/09/Transforming-the-Education-Workforce-Full-Report.pdf>.

2. GPE (Global Partnership for Education), *GPE 2025 Strategic Plan* (Washington, DC: GPE, 2021), https://www.globalpartnership.org/sites/default/files/document/file/2021-04-GPE-2025-strategic-plan_1.pdf.

3. The terms *framework* and *tool* are used interchangeably in this paper. Strictly speaking, a tool is an instrument with a specific designated function, while a framework is a broader structured set of ideas and can comprise several specific tools.

4. To request this information, please email: information@globalpartnership.org.

The analysis reveals, first of all, that the **frameworks reviewed can make significant contributions to future education workforce diagnostics**, in particular:

- UNESCO's *Methodological Guide for the Analysis of Teacher Issues*,⁵ developed as part of the organization's Teacher Training Initiative for Sub-Saharan Africa—TTISSA,⁶ and henceforth **the "TTISSA Guide"** when referring to the framework—provides **comprehensive guidance on the collection of teacher data**. Data are crucial and indispensable to future education workforce diagnostics as well as for the analysis of major quantitative, distributive and some qualitative features of a country's teaching staff and its management.
- A number of monitoring and survey tools exist to analyze another important dimension of education workforce diagnostics: **how teaching and its "delivery" actually happen**. These include Teach,⁷ which is a World Bank tool to assess teaching/classroom practices; the Teaching and Learning International Survey (TALIS),⁸ developed by the Organisation for Economic Co-operation and Development (OECD); and the World Bank's SABER Service Delivery initiative indicators and surveys,⁹ which build on and adapt work from the World Bank's earlier Service Delivery Indicators (SDI) and Systems Approach for Better Education Results (SABER) and are helpful to analyze delivery issues such as teacher presence, working conditions and professional development. The World Bank's Global Education Policy Dashboard (GEPD) brings together several of these tools to generate data on the workforce and make links between policy and service delivery.¹⁰

- **Certain aspects of collective/organized action or teamwork toward better teaching and learning** are captured in a few of the frameworks—such as the functioning of social dialogue in the TTISSA Guide, teacher collaboration and peer learning in TALIS and organizational capacity to support the delivery of effective teaching and learning in the chapter on the functioning and effectiveness of the educational administration in the *Education Sector Analysis Methodological Guidelines: Volume 3*, put out by the UNESCO International Institute for Educational Planning (IIEP-UNESCO).¹¹
- Several of the frameworks address **education workforce issues or policies in connection with education system goals**. In addition, a few of them provide some guidance as to how to analyze the alignment of teacher policies and/or management with broader education policy and/or management.

Secondly, **a number of distinct gaps and limitations** are identified:

- For the most part, **education staff other than teachers are rarely addressed** in diagnostic resources (with the exception of school principals to some extent). In particular, the reviewed tools do not capture—and have generated little quantitative and qualitative data on—*education workforce categories providing pedagogical/professional and administrative support to teaching and learning*, especially those operating at the intermediate levels, such as teacher advisors, inspectors, teacher trainers, advisory tutors at cluster and other levels, district education officers, social/health workers and community

5. UNESCO, *Methodological Guide for the Analysis of Teacher Issues*, Teacher Training Initiative for Sub-Saharan Africa (TTISSA) Teacher Policy Development Guide (Paris: UNESCO, 2010), <https://unesdoc.unesco.org/ark:/48223/pf0000190129>.

6. At the guide's inception, there was debate over whether to include reference to training in the name of the guide, as it is not exclusively focused on teacher training. As such, there was discussion over whether to refer to the guide as TTISSA or TISSA. The name TTISSA has ultimately been used but has at times caused confusion around implementation.

7. World Bank, "Teach: Helping Countries Track and Improve Teaching Quality" (Washington, DC: World Bank, 2019), <https://www.worldbank.org/en/topic/education/brief/teach-helping-countries-track-and-improve-teaching-quality>.

8. OECD, *TALIS 2018 Technical Report* (Paris: OECD, 2019), https://www.oecd.org/education/talis/TALIS_2018_Technical_Report.pdf; OECD, *TALIS 2018 and Starting Strong TALIS 2018 User Guide* (Paris: OECD, 2019), https://www.oecd.org/education/talis/TALIS_2018-TALIS_Starting_Strong_2018_User_Guide.pdf.

9. World Bank, *SABER in Action: SABER Service Delivery* (Washington, DC: World Bank, 2017), <https://documents1.worldbank.org/curated/en/312671505980506924/pdf/119785-BRI-PUBLIC-SABER-in-Action-Service-Delivery.pdf>.

10. A reference guide, implementation brief, and technical note on the GEPD can be found on its website: <https://www.educationpolicydashboard.org>.

11. IIEP-UNESCO, UNICEF, GPE and FCDO, "Functioning and Effectiveness of the Educational Administration," in *Education Sector Analysis Methodological Guidelines: Volume 3* (Paris: IIEP-UNESCO, 2021), chapter 13, <https://unesdoc.unesco.org/ark:/48223/pf0000377738/PDF/377738eng.pdf.multi>.

volunteers (including parents, local entrepreneurs and others providing free learning support or materials) at the school level. Similarly neglected are *those who assist, complement or promote teaching and learning at the school level*, in particular teaching assistants, care workers, counselors and community volunteers supporting schools.

- Some—or even most—of the non-teaching staff mentioned above do not exist in certain countries. In such contexts, the support functions to teaching and learning might be—officially or de facto—the job of principals, district education officers and/or teachers themselves, or they may not be fulfilled at all. The reviewed tools are **not geared toward analyzing how the major functions of teaching and learning support are organized and actually fulfilled** in specific contexts. Neither are the tools **geared toward analyzing interactions and power relations among and between the different categories of personnel and across administrative levels** for the provision of support to teaching and learning.
- Most of the diagnostic resources reviewed **do not deal with education workforce policy implementation issues or effective leverages to enhance their contribution to teaching and learning**.

The implementation of the reviewed education workforce frameworks also raises certain **challenges**:

- The results of interviews with national and international professionals familiar with the reviewed resources point in particular to the following: difficulties mobilizing—or quickly developing—the required **national technical expertise; cultural aspects** related to understanding, accepting and/or applying the concepts or norms related to certain tools; **lack of resources for—and/or attention paid to—the monitoring and evaluation** of the use and policy effects of the frameworks; little **knowledge or information** among national decision makers and professionals in the education sector as to which tools could help them in education workforce diagnosis; and the perception of ministry officials that the tools need **too much time (and/or expertise) to be fully understood and applied**.

- Nevertheless, interviews suggest that **diagnostic frameworks and guiding tools related to the education workforce are in high demand** among both national and international professionals working in education sector policy and planning.
- Also, **several of the reviewed tools continue to be applied, often in a shortened or adapted form, over many years**, particularly in the context of teacher reforms and/or education sector planning or policy preparation (although these practices have not been systematically monitored). However, there is a lack of monitoring and awareness of the application of the tools.

Future tools for education workforce diagnostics should therefore:

- Aim primarily to help collect and analyze **data on education personnel other than teachers**. A future tool could start with an analysis of the main functions of pedagogical, professional and/or administrative support to teaching and learning, how these are organized and by whom they are fulfilled.
- Identify and, if necessary, adapt **tools that are appropriate to analyze—and better understand—the actual roles and (individual and collective) behavioral factors and dynamics** in the education workforce.
- Include **participatory, multilevel and action-research based approaches** to ensure that the voices and perspectives of teachers, unions and other members of the education workforce are represented, facilitating better understanding of critical education workforce issues and the possible leverages for addressing them.
- Bridge **existing education sector analysis frameworks and other tools widely used in education sector plan preparation**.
- Be accompanied by **planned and budgeted dissemination efforts** (for example, local education groups could play a strategic role) as well as **medium-term investment in related local training, monitoring and evaluation**.

SECTION 1. INTRODUCTION

1.1. Background

Teachers have been the subject of much discourse in the international education community. Two key normative frameworks—the 1966 ILO/UNESCO Recommendation concerning the Status of Teachers and the 1997 Recommendation concerning the Status of Higher-Education Teaching Personnel—have guided policy related to the education workforce over the past few decades. There has, however, been a renewed interest and focus on teachers and teacher reforms at both the national and international levels since the beginning of the 21st century. As evidence has grown that teachers are the most important in-school factor for student learning, teachers have come to the center of education policy and practice. Countries with rapidly growing education systems have been especially challenged to provide more and better teachers and to deploy teaching staff in a more equitable and efficient manner.

The Education Commission’s Education Workforce Initiative (EWI) recognizes that while teachers are at the heart of the learning process, they cannot work alone. It takes a team of professionals, including and beyond teachers, to provide quality, inclusive and equitable education for all. Other roles and relationships are strongly associated with better education outcomes—for example, school

leadership can impact teacher learning and motivation; specialist and complementary education support roles can be effective in helping reach those students left behind and in enabling inclusion; and district education officers can support teachers and school leaders to improve their practice and strengthen teaching and learning.¹

For the Global Partnership for Education (GPE), “quality teaching” is recognized as a priority area within a wider system transformation agenda in the partnership’s new strategic plan (GPE 2025).² GPE’s conceptualization of quality teaching touches on issues of teacher preparation and professional development; selection, recruitment and retention; accountability, incentives and rewards; and finance, planning and deployment and the broader enabling school and system factors that are necessary to support quality teachers and teaching.³ GPE works to provide technical support in the area of quality teaching for the benefit of country operations, including the development and/or dissemination of technical products such as tools and guidelines. Some GPE partner countries have shown particular interest in diagnostic or analytical tools to better understand the scope of their challenges regarding quality teaching and the broader education workforce.

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1. The Education Commission, *Transforming the Education Workforce: Learning Teams for a Learning Generation* (New York: The Education Commission, 2019), <https://educationcommission.org/wp-content/uploads/2019/09/Transforming-the-Education-Workforce-Full-Report.pdf>.
 2. GPE (Global Partnership for Education), *GPE 2025 Strategic Plan* (Washington, DC: GPE, 2021), https://www.globalpartnership.org/sites/default/files/document/file/2021-04-GPE-2025-strategic-plan_1.pdf.
 3. While some of the findings and recommendations may have implications for higher levels of education and non-formal education, this paper only reviews tools related to the education workforce and offers findings relevant to basic education.

While some guiding frameworks and tools⁴ exist to help countries as well as international development partners diagnose and address teacher issues, GPE and EWI wanted to better understand the coverage and limitations of these tools, particularly as EWI's initial review and consultations suggested a significant lack of formal processes and/or tools to systematically analyze roles beyond teachers—that is, the broader education workforce—or the interrelationships between teachers and other roles, and their impact on improved education outcomes.

Defining the Broader Education Workforce: A Holistic Approach

EWI has undertaken research and worked with countries over recent years to explore how leveraging a system's broader education workforce can improve teaching and learning as well as support the achievement of wider education system goals. The results from this work provide emerging evidence on the impact that roles beyond teachers can have, particularly when they function as a team. EWI's *Transforming the Education Workforce* report put forward a vision of learning teams—an approach based on a concept of professionalism that leverages the *collective* capacity of a group rather than focuses solely on developing individuals to improve effectiveness. This approach focuses on both the human and social capital of the system.

In line with EWI's report, this paper uses the term *education workforce* to describe teachers and all people who work directly to support the provision of education. This includes people working across all functions relevant for providing education: leadership and management, teaching and learning, student welfare, operations and administration. The education workforce includes both compensated and volunteer roles and even communities and families when they are directly involved in formal education processes with schools.

While the broader education workforce may not be top of mind in all contexts (for example, in systems with high pupil-teacher ratios and low levels of domestic financing such that teacher supply itself is a persistent challenge), it is clear that the area of broader education workforce is attracting growing attention among education policy makers, researchers and international development partners. Particularly in the wake of the COVID-19 pandemic, and with growing recognition of the holistic needs of both students and educators, understanding the education workforce—and how different members interact in their work to support effective teaching and learning—is key for designing and implementing policies and strategies that support learning.

Increased attention on the broader education workforce may also have particular implications for marginalized students. Where students in poor, rural or otherwise marginalized contexts receive lower quality instruction, improving teaching and learning may require attention not only to teachers but also to the pedagogical support staff, provincial or district management staff, school inspectors and others working with teachers and schools. In many marginalized contexts, informal or semiformal workforce members such as community volunteers may also be engaged in the teaching and learning process in some way. Given this, understanding the needs and challenges of the workforce beyond teachers may also have significant equity implications.

As the limitations of strictly teacher-focused reforms to improve the quality of education have become obvious in many quarters, GPE and other development partners have faced more requests from partner countries to help them expand and strengthen the planning and management of education personnel beyond teachers. The need for a sound analysis, or diagnostic, of the issues of the broader education workforce, its features and functioning, has thus become more pressing (see

4. The terms *framework* and *tool* are used interchangeably in this paper. Strictly speaking, a tool is an instrument with a specific designated function, while a framework is a broader structured set of ideas and can comprise several specific tools.

BOX 1. TOWARD A DIAGNOSTIC OF THE BROADER EDUCATION WORKFORCE

There is a need for a diagnostic tool that can analyze the broader education workforce and leverage it to drive education system goals and address related challenges. This type of diagnostic tool or analysis would allow for a better understanding of how teachers and other important staff are equipped to work toward the targeted teaching and learning objectives in an education system; how they interact and cooperate with each other; and how they function with regard to the achievement of education outcomes and sector goals.

Such a diagnostic tool would give special attention to the analysis of the specific features and design of the workforce in the studied context (workforce functions, composition, organization, allocation) and of those factors and processes (motivation, practices, behaviors, political and social dynamics) that have a direct influence on teaching and learning.

Source: Adapted from the Education Commission, “Education Workforce Diagnostic,” concept note (The Education Commission, New York, unpublished).

box 1). Such analysis has become all the more important as the COVID-19 pandemic has flagged the importance of sector resilience. The resilience of teachers and the whole constellation of actors supporting teaching and learning is central to education systems’ ability to withstand and respond to crises.

Guidance and tools for education workforce diagnostics would be helpful to all involved in educational planning and policy preparation, yet these are not easy to find. Nonetheless, a number of existing analytical and/or policy tools dealing with teachers, teaching and learning, and/or related policies and management do exist, from which relevant inputs and lessons might be drawn. Mapping the more prominent of these existing frameworks and tools is a useful first step to take stock of their possible contribution as well as their main limitations and gaps with regard to future education workforce diagnostics.

This paper seeks in its own right to provide guidance for a selection of tools—among those currently existing—

for future diagnostic work on the education workforce in GPE partner countries; at the same time, it aims to identify key issues and directions to be considered in the development of a new or expanded framework or tool(s) to help to enhance diagnostics of the broader education workforce.

1.2. Purpose of the Mapping

The first objective is to gain insight into the specific purpose, scope and methodological approach of each existing framework. A related objective is to identify the main contributions and limitations of the reviewed tools to analyze the broader education workforce and their interactions of its members. In addition, the paper explores the main challenges emerging from the implementation of the reviewed tools, drawing some conclusions on relevant issues, directions and options to be discussed before starting the development of a new or expanded framework or tool(s) for future education workforce diagnostics.

1.3. Trends in Discussions on the Broader Education Workforce

Two major trends in recent international research and debates on education development have generated growing calls for a broader approach when addressing teachers and teacher-related issues.

- 1) *A shift in focus from teacher supply and management issues to quality of teaching*

While many countries continue to face teacher shortages and challenges with management and use of teaching personnel, there has been a shift in attention more recently to issues relating to the quality of education and, consequently, teacher quality. In other words, though adequate supply, equitable deployment and satisfactory management of teachers are far from being achieved in many instances, the skills, competencies and practices of teachers have become as high, if not higher, on the political agenda.

As a result, a number of more recent studies and initiatives have centered around *classroom and teaching practices*, and the factors that can influence and potentially improve these—including the role of the education workforce as a whole in ensuring that teaching and learning take place and are effective.⁵ EWI's report highlights the significant impact that roles beyond teachers can have, particularly when they function in synergy with teachers. Indeed, the report underlines the importance of "collective capacity" and promotes the "learning team approach," as opposed to targeting solely individual professional development, to improve effectiveness in teaching and learning and reach education system goals.⁶

The present mapping consequently analyzes how and to what extent existing frameworks deal not only with teachers but also with *other education personnel supporting and enabling teaching and learning* as well as with the *interactions among them*—in other words, the team, organizational and system dynamics that influence quality teaching and learning and the achievement of sector goals.

- 2) *Greater attention on effective policy implementation and related challenges*

There is growing debate in the international development community on implementation challenges, a step beyond prior focus on policy choices and the design of reforms. Indeed, the setbacks of many education and teacher policy reforms have shifted the attention from the "best policy choices" and "best ways of designing these policies" toward issues of how to make change actually happen in practice.

Casting a critical eye on the plethora of international publications on success stories and best practice checklists and guidebooks, Levy notes that "best practice prescriptions confuse the goals of development with the journey of getting from here to there."⁷ He and a number of other authors emphasize that change and improvements in the education sector (as in other sectors) are largely influenced by the existing capacities of its agents and established practices, and not only—maybe not even primarily—by policy choices, development and design.

The World Bank,⁸ Organisation for Economic Co-operation and Development (OECD) and others acknowledge that the rationale of human behavior and social action cannot be neglected when envisaging change in the

5. Although many categories of people contribute indirectly to the provision of school education, including statisticians, education budget managers and so on, the particular attention of EWI and other members of the international development community is currently focused on those who fulfill functions relating directly to the practice of teaching and learning, particularly at school level and at decentralized levels supporting schools. As well as teachers, these may include teacher trainers, coaches/pedagogical advisors, mentors, tutors, peers, school principals, supervisors/inspectors, district/subdistrict education managers, staff in charge of school and teacher management, counseling and care personnel, parents, community leaders and others supporting school education.

6. The Education Commission, *Transforming the Education Workforce*, 49.

7. B. Levy, *Working with the Grain* (New York: Oxford University Press, 2014).

8. See in particular the World Bank's *World Development Report 2015: Mind, Society, and Behaviour* (Washington, DC: World Bank, 2015), <https://www.worldbank.org/en/publication/wdr2015>; and *World Development Report 2018: Learning to Realize Education's Promise* (Washington, DC: World Bank, 2018), <https://www.worldbank.org/en/publication/wdr2018>.

education sector. The OECD's Teaching and Learning International Survey (TALIS), in particular, made the assumption and has generated increasing evidence that the professional development and actual practices of teachers largely depend on what teachers believe and how they perceive their work, conditions and professional development opportunities as well as the specific teaching reforms they are supposed to implement.⁹ This mapping therefore reviews existing education workforce frameworks with regard not only to the thematic aspects of the education workforce they cover (for example, recruitment or professional development), but also their methodological choices. The mapping aims in particular to assess how and to what extent the latter address the strengths and weaknesses of the education workforce as they are observed in practice and to identify leverages for improvement.

1.4. Selection of Existing Education Workforce Frameworks

The selection of existing frameworks and tools for review was guided by the ultimate objective to help inform a new or expanded diagnostic framework or tool(s) for the broader education workforce. As international development partners tend to take a sector-wide and systemic perspective, preference was given to frameworks and tools that may be useful for sector-wide or system planning and policy processes. The selected tools either analyze the education workforce—or related policies—in terms of the goals and/or functioning of the education system (indeed, most of the included tools are of this nature), or they are of potential system-wide use (thus Teach, a World Bank tool focused on the monitoring of teaching practices, was included in the review). Furthermore, though a number of education workforce related tools have been issued by governmental and nongovernmental bodies across the world (often for specific

purposes and target groups), those that have been prominent in international cooperation and development work over the last 10 to 12 years, and are therefore relevant to the field, were selected above others; this criterion also limited the mapping to a reasonable scope (see box 2 for a list of the tools analyzed).

1.5. Structure of this Paper

Following on from this introductory section, this paper:

- Briefly describes the selected tools and analyzes their possible contributions to a diagnostic of the broader education workforce as well as their limitations or gaps (section 2). As a complement to this section, a summary matrix is provided in annex A. In addition, an unpublished annex with a more in-depth description of the reviewed frameworks and tools is available upon request.
- Discusses the implementation and use of these tools in practice (section 3), informed by a set of interviews. The semi-guided interviews were conducted virtually with a number of national and international professionals who have been involved in the development and implementation (and/or monitoring) of one or several of the tools at the country level.
- Draws some conclusions concerning the directions and issues to be considered for the development of a future education workforce diagnostic tool (section 4).

9. OECD, *TALIS 2018 Technical Report* (Paris: OECD, 2019), https://www.oecd.org/education/talis/TALIS_2018_Technical_Report.pdf; OECD, *TALIS 2018 and TALIS Starting Strong 2018 User Guide* (Paris: OECD, 2019), https://www.oecd.org/education/talis/TALIS_2018-TALIS_Starting_Strong_2018_User_Guide.pdf.

BOX 2. REVIEWED FRAMEWORKS AND TOOLS, ABBREVIATIONS USED IN THIS PAPER, AND ONLINE ACCESS (IN CHRONOLOGICAL ORDER)

- *Methodological Guide for the Analysis of Teacher Issues (TTISSA Guide)*, UNESCO (2010), <https://unesdoc.unesco.org/ark:/48223/pf0000190129>.
- General Education Quality Analysis/Diagnosis Framework (**GEQAF**), IBE-UNESCO (2012), <http://www.ibe.unesco.org/en/general-education-system-quality-analysisdiagnosis-framework-geqaf>.
- “What Matters Most for Teacher Policies: A Framework Paper” (**SABER-Teachers**), World Bank (2013), http://wbfiles.worldbank.org/documents/hdn/ed/saber/supporting_doc/Background/TCH/Framework_SABER-Teachers.pdf.
- *Teaching Policies and Learning Outcomes in Sub-Saharan Africa: Issues and Options (IICBA tool)*, UNESCO-IICBA (2016), <http://www.iicba.unesco.org/sites/default/files/sites/default/files/Teaching%20policies%20and%20learning%20outcomes%20in%20Sub-Saharan%20Africa.pdf>.
- SABER Service Delivery (**SABER SD**) and Service Delivery Indicators (**SDI**), World Bank (2017 and 2020), <https://documents1.worldbank.org/curated/en/312671505980506924/pdf/119785-BRI-PUBLIC-SABER-in-Action-Service-Delivery.pdf> and <https://www.sdindicators.org/>.
- Teacher and Learning International Survey (**TALIS**): *TALIS 2018 Technical Report* and *TALIS Starting Strong 2018 User's Guide*, OECD (2019), https://www.oecd.org/education/talis/TALIS_2018_Technical_Report.pdf and https://www.oecd.org/education/talis/TALIS_2018-TALIS_Starting_Strong_2018_User_Guide.pdf.
- *Teach: Brief and Observer Manual (Teach)*, World Bank (2019), <https://www.worldbank.org/en/topic/education/brief/teach-helping-countries-track-and-improve-teaching-quality>.
- *Teacher Policy Development Guide (TPDG)*, UNESCO and International Task Force on Teachers for Education 2030 (2019), <https://teachertaskforce.org/knowledge-hub/teacher-policy-development-guide>, and its summary version, <https://unesdoc.unesco.org/ark:/48223/pf0000235272>.
- Global Education Policy Dashboard (**GEPD**), World Bank (2019), <https://www.educationpolicydashboard.org/>.
- *Une analyse des pratiques de pilotage de la qualité de l'éducation: Guide méthodologique [Methodological Guide for the Analysis of Quality Monitoring Practices] (IIEP-UNESCO Dakar tool for analyzing quality monitoring practices)*, IIEP-UNESCO Dakar (2020), <https://unesdoc.unesco.org/ark:/48223/pf0000375435>. (Available in French only.)
- “Functioning and Effectiveness of the Educational Administration” (chapter 13) in *Education Sector Analysis Methodological Guidelines: Volume 3 (IIEP-UNESCO educational administration analysis)*, IIEP-UNESCO, UNICEF, GPE and FCDO (2021), <https://unesdoc.unesco.org/ark:/48223/pf0000377738>.

SECTION 2. EXISTING FRAMEWORKS: POSSIBLE CONTRIBUTIONS TO EDUCATION WORKFORCE DIAGNOSTICS AND REMAINING GAPS

2.1. Introductory Remarks

The education workforce related tools reviewed in this paper (see box 2) were designed to serve specific purposes and vary to some extent in their scope and the type of guidance provided:

- *Purpose:* Some of the tools are mainly aimed at *situational diagnosis related to teacher or teaching issues*; others at *assessing and guiding teacher policy choice and design*; and a third group at *monitoring education service delivery or teaching practices*.
- *Scope:* Certain tools cover teachers and teaching issues in a *comprehensive and systemic* manner; others are focused on specific areas/aspects relating to teaching, teachers and/or education delivery, support and/or management.
- *Type of guidance:* Some of the tools provide mainly *technical guidance* in that they present a set of specific research questions and indicators to be applied as well as practical tools and instructions for collecting the related data. Others are meant to guide—via a set of general questions (sometimes including specific guidance)—the discussions on policy choices or policy development related to teachers or teaching.

Table 1 offers an overview of the particular frameworks and tools reviewed. A more detailed overview of these tools, with their respective purpose, scope and contents, methodology and country applications, is provided in annex A.

TABLE 1. OVERVIEW OF THE REVIEWED TOOLS AND FRAMEWORKS

TYPE OF GUIDANCE	PURPOSE				SCOPE	
	Diagnosing teaching staff and issues	Guiding teacher policy development	Monitoring education delivery and teaching	Analyzing organizational capacity	Comprehensive	Specific
Technical	<ul style="list-style-type: none"> ➤ TTISSA Guide ➤ TALIS ➤ Teach 	<ul style="list-style-type: none"> ➤ SABER-Teachers ➤ Teach 	<ul style="list-style-type: none"> ➤ SDI and related World Bank surveys ➤ Teach 	<ul style="list-style-type: none"> ➤ IIEP-UNESCO educational administration analysis 	<ul style="list-style-type: none"> ➤ TTISSA Guide ➤ SABER-Teachers 	<ul style="list-style-type: none"> ➤ Teach ➤ Saber SD and GEPD ➤ TALIS ➤ IIEP-UNESCO educational administration analysis ➤ IIEP-UNESCO Dakar tool for analyzing quality monitoring practices
General	<ul style="list-style-type: none"> ➤ GEQAF 	<ul style="list-style-type: none"> ➤ TPDG ➤ IICBA 			<ul style="list-style-type: none"> ➤ TPDG ➤ GEQAF 	

In spite of their differences, the tools can be analyzed from a set of questions that are relevant to assess their contribution to future education workforce diagnostics, namely:



- › Which aspects/issues of a country's teaching staff are addressed?
- › Are education workforce members other than teachers tackled and, if so, from which angles?
- › How and to what extent are teamwork as well as organized and collective action (among teachers as well as between teachers and other personnel) and their contributions to teaching and learning addressed?
- › Are education workforce actors and/or their roles in teaching and learning placed in the broader context of education system goals and functioning?

2.2. Overview of Existing Frameworks and Tools

Diagnostics of a country's education workforce necessarily involve a sound quantitative analysis of the teaching staff and other personnel supporting teaching and learning. How strong the workforce for teaching and learning is—and how prepared it is to withstand and respond to system-wide shocks—depends to a large extent on the number of teachers, principals, supervisors, teacher trainers, pedagogical advisors and tutors and other support staff available, and whether they are sufficient and distributed in an equitable and efficient manner to address the existing education needs.

Other important questions to assess the quantitative dimension of the education workforce available in a country relate to human resource flows and the matching of supply and demand, in particular: the pool of potential candidates for teaching posts and non-teaching posts (especially those influencing teaching and learning), staff attrition and absenteeism, and inflow

and outflow of staff supporting teaching and learning. In some cases, these factors are linked to issues of contract type. At the same time, qualitative features of the education workforce (skills/competencies, experience and so on) cannot be neglected.

2.2.1. Comprehensive Situational Diagnostics of Teacher and Teacher Management Issues: Methodological Guide for the Analysis of Teacher Issues (TTISSA Guide)

UNESCO's *Methodological Guide for the Analysis of Teacher Issues*, developed under the organization's Teacher Training Initiative for Sub-Saharan Africa—TTISSA,¹ and henceforth **the “TTISSA Guide”** when referring to the framework—is the only framework among those reviewed to provide a range of indicators, guidance and practical tools to address the *fundamental quantitative and distributive aspects of a country's education workforce*—or rather, its teachers (since these aspects are not covered for the non-teaching education staff).

The TTISSA Guide also tackles some qualitative issues relating to teachers. In particular, teachers' levels and types of qualification, age and gender are captured in the statistical analysis, and some guidance for analyzing the organization and qualitative aspects of existing teacher training is provided. It also includes a suggested survey of teachers' job satisfaction and career ambitions.

The guide is organized around teacher needs, teacher education, teacher management (in terms of recruitment, deployment, absenteeism and attrition, and professional status, remuneration and careers), and professional and social context.

The TTISSA Guide does not address the relation between the characteristics or views of the teaching staff on the one hand and teaching-learning practices and their outcomes on the other. It does, however, recommend analyzing existing data and insights from country stud-

1. At the guide's inception, there was debate over whether to include reference to training in the name of the guide, as it is not exclusively focused on teacher training. As such, there was discussion over whether to refer to the guide as TTISSA or TISSA. The name *TTISSA* has ultimately been used but has at times caused confusion around implementation.

ies/assessments on student achievements to shed light on this relationship.

Teamwork and collective efforts to improve teaching are not explicitly captured in the TTISSA Guide either. However, some guidance for analyzing the “collective voice” of teachers is offered. The suggested related survey questions and tools address some aspects of teacher

supervision and support as well as the organization of teacher representation and participation in education policy formulation.

The TTISSA Guide is clearly and explicitly meant to guide policy preparation and planning relating to teachers from a global/system perspective, with the aim to help integrate teacher policies in a country’s overall education policy.

“In-depth knowledge of the strengths and

BOX 3. APPLICATION OF THE TTISSA GUIDE IN UGANDA

The TTISSA country report on Uganda covered the following areas: the general context and educational development, estimation of required teacher numbers, teacher training, teacher management, teacher career development and remuneration, teacher job satisfaction and social dialogue. It has had demonstrable short- and long-term impact on teacher policy in Uganda.

Immediate impact (as expressed by the minister of education in her foreword to the TTISSA report, 2013)

The study provides reliable and comprehensive information that is useful to policy makers and development partners. This is the first step of a broader process of teacher policy formulation that is to be accompanied by an action plan for its implementation. Already, the study results have generated a lot of debate and were useful during the review of the Education and Sports Sector Strategic Plan as a basis of analysis of teacher effectiveness in Uganda.

Long-term impact on the development of Uganda’s National Teacher Policy (NTP)

Ugandan Cabinet approved the National Teacher Policy (NTP) on April 1, 2019. The policy aims to streamline teachers’ management for better productivity, discipline, retention and motivation.

The NTP was one of the key activities supported by UNESCO through the Capacity Development for Education (CapED) Programme in the Ugandan education sector. The analysis phase can be backtracked to 2013 when the TTISSA study, conducted by the government of Uganda through the Ministry of Education and Sports with the technical support of UNESCO, revealed several challenges in the teacher sector in the country. Facing the fact that the existing provisions tackling the issues were scattered in numerous documents and not up to date, the TTISSA report recommended updating and consolidating the various teacher policies into a comprehensive national teacher policy.

The aim of the NTP is to provide a framework to professionalize and standardize the teaching profession and enhance the development and management of teachers, focusing on four thematic objectives and policy actions, namely standards and qualification, training, management and cross-cutting issues.

Source: Portions of this text were adapted from Ugandan Ministry of Education and Sport, *Teacher Issues in Uganda: A Shared Vision for an Effective Teachers Policy* (Dakar: IIEP-UNESCO Dakar, 2014); and UNESCO, “Cabinet Approves National Teacher Policy to Increase Teacher Quality in Uganda,” *The Chronicle of Education*, April 10, 2019, <https://thechronicleofeducation.net/2019/04/10/cabinet-approves-national-teacher-policy-to-increase-teacher-quality-in-uganda/>.

“In-depth knowledge of the strengths and weaknesses of a country’s current teacher policies constitutes an indispensable basis for the elaboration of future teacher policies that are sustainable and integrated into the country’s overall education policy. It is the very objective of this [TTISSA] study to provide a perspective that is analytic, factual and at the same time participative, a comprehensive diagnosis of teacher issues in view of enhancing the teacher policies in Benin.”

(Translated from TTISSA study on Benin, *La question enseignante au Benin*, UNESCO Breda, 2011, 16)



(often in a shortened and modified form) in additional African countries. Since 2015, however, comprehensive TTISSA country diagnostics have become rare (at least those officially recorded). Nonetheless, this diagnostic framework has continued to influence some national education policies, in particular teacher policies, as the case of Uganda demonstrates (see box 3).

It is worth noting that the TTISSA Guide inspired, and is therefore largely consistent with, UNESCO’s *Education Sector Analysis Methodological Guidelines*.² The latter framework encapsulates a summary analysis of teacher issues raised by the TTISSA Guide—for example, teacher characteristics, distribution, attrition, job presence, satisfaction, knowledge and skills—and related quantitative and qualitative indicators.³ It continues to be applied in a large number of countries (sometimes in a slightly adapted form) by UNESCO, GPE and other agencies, specifically for education sector plan preparation.



In sum, with reference to the key questions guiding this part of the mapping process:

- The TTISSA Guide offers relatively detailed technical guidance for the collection and analysis of data and information on a large range of teacher and teacher management issues, but questions concerning teachers’ practices and perceptions of teaching are neglected.
- Staff categories other than teachers are not addressed.
- The framework does not provide much guid-

ance for the analysis of collective and organized action toward teaching and learning in practice; however, it includes a few questions relating to the provision of professional support as well as teachers’ professional organization and dialogue. The guide’s attention to social dialogue, even if limited, underscores the importance of understanding the role of teachers’ unions and teachers’ contributions to policy.

- Teacher issues are analyzed in connection with overall system policy and management concerns.



- It will be interesting to discuss how future education workforce diagnostics could capitalize on the strengths of the TTISSA Guide, particularly with respect to the collection and analysis of quantitative data. To be useful in education planning and policy processes, a future education workforce diagnostic tool could also aim for consistency with UNESCO’s *Education Sector Analysis Methodological Guidelines*, to which the TTISSA Guide is closely related, or other widely applied frameworks, for education sector analysis.

2. The guidelines, outlined in three volumes, are often known as RESEN, the French abbreviation for their name, or as the “RESEN framework.” One of the tools discussed in this mapping, the IIEP-UNESCO educational administration analysis, is in volume 3. (All three volumes of the guidelines can be found at <https://www.globalpartnership.org/content/methodological-guidelines-education-sector-analysis-volume-1>.)

3. UNESCO, World Bank and UNICEF, *Education Sector Analysis Methodological Guidelines: Volume 1* (Paris: IIEP-UNESCO, 2014), https://unesdoc.unesco.org/ark:/48223/pf0000230532_eng.

2.2.2. Analyzing and Developing Teacher Policies for Quality Education: SABER-Teachers and Teacher Policy Development Guide (TPDG)

SABER-Teachers

SABER-Teachers was developed by the World Bank in 2012 in connection with its SABER initiative (Systems Approach for Better Education Results),⁴ with an objective to *collect and disseminate relevant information on national teacher policies*. Since then, SABER-Teachers policy assessment studies have been conducted in 49 countries.⁵

The SABER-Teachers framework provides guidance in analyzing and scoring a country's teacher policies from the perspective of their alignment with presumed key conditions for effective teaching and good learning outcomes. Thus, the framework assesses to what extent a country's teacher policies are conducive to a teaching force with high levels of skills, motivation and professional development, factors considered to lead to effective teaching—and eventually good learning

outcomes. Apart from teachers, *school principals* are given some attention, especially from the angle of the selection and training policies adopted to enhance their leadership capacity. The framework does not, however, assess service delivery.

Such an assessment of a country's teacher policy—and its comparison with those adopted in other countries—may be welcome in certain circumstances, especially if teacher reform discussions can be stimulated and informed by measuring and comparing the country's achievements in teacher policies with those observed elsewhere. The example in box 4 illustrates the SABER-Teachers policy assessment goals, its scoring rubric and descriptive results emerging from a SABER assessment.

SABER-Teachers was an early tool in a succession of World Bank resources. SABER-Teachers looks only at whether policies exist, not service delivery. To respond to this gap, the World Bank has produced a series of tools building on the early foundation set by SABER-Teachers. These tools are discussed in more detail in section 2.2.4.

4. World Bank, "What Matters Most for Teacher Policies: A Framework Paper" (SABER Working Paper 4, World Bank, Washington, DC, April 2013), http://wbfiles.worldbank.org/documents/hdn/ed/saber/supporting_doc/Background/TCH/Framework_SABER-Teachers.pdf.

5. The studies can be found in the online World Bank Documents and Reports collection: [https://documents.worldbank.org/en/publication/documents-reports/documentlist?colti=Systems%20Approach%20for%20Better%20Education%20%20%20%20%20%20%20%20%20%20%20%20%20Results%20\(SABER\)%20country%20report&qterm=SABER-Teachers](https://documents.worldbank.org/en/publication/documents-reports/documentlist?colti=Systems%20Approach%20for%20Better%20Education%20%20%20%20%20%20%20%20%20%20%20%20%20Results%20(SABER)%20country%20report&qterm=SABER-Teachers)

BOX 4. SABER-TEACHERS: A COUNTRY EXAMPLE (KENYA)

Policy Goals	Status
1. Setting clear expectations for teachers While the variety of teacher tasks is recognized, no time is officially allotted for teachers to prepare lessons or complete any tasks other than teaching.	Established 
2. Attracting the best into teaching The high educational requirement for secondary teachers and career opportunities may attract high quality candidates. However, the low educational requirement for primary school teachers and working conditions may result in lower quality teachers.	Emerging 
3. Preparing teachers with useful training and experience While secondary school teachers have substantial pre-service training, primary school teachers receive substantially less. Teacher preparation is buttressed by some supervised classroom experience, but this remains quite limited.	Emerging 
4. Matching teachers' skills with students' needs Policies allow for significant hardship allowances for teachers in hard-to-staff schools, but there is no policy to identify or attract teachers of critical shortage subjects.	Emerging 
5. Leading teachers with strong principals Policies for principal duties include supporting teachers' instructional improvement. Recent reforms seek to provide specialized training for principals where possible.	Emerging 
6. Monitoring teaching and learning Policies stipulate that comprehensive teacher evaluations and student assessments are to be used to help identify areas for improvement in classroom, but they do not describe how student and teacher assessments are used to help policymakers improve the system.	Emerging 
7. Supporting teachers to improve instruction Teachers are not required to continuously learn through professional development, but teachers can be required to attend professional development based on performance evaluations.	Latent 
8. Motivating teachers to perform Career opportunities are linked to performance and there are basic accountability mechanisms. However, there are no ongoing requirements to remain in the profession.	Emerging 

Source: World Bank, *SABER Teachers Country Report: Kenya* (Washington, DC: World Bank, 2014), http://wbfiles.worldbank.org/documents/hdn/ed/saber/supporting_doc/CountryReports/TCH/SABER_Teachers_Kenya_CR_Final_2014.pdf.



In sum, with reference to the key questions guiding this part of the mapping process:

- SABER-Teachers provides technical guidance for the assessment of a country's teacher policy rather than for a diagnostic of its teaching staff or education workforce. The framework is particularly useful to assess whether a country has policies fostering a high level of individual teacher skills and motivation (which are presumed to have a particular impact on teaching and learning outcomes).
- School principals are the only other staff category included; the focus is on policies fostering their leadership capacity in instructional and general school management.
- Dimensions of collective and organized action to improve teaching and learning (beyond the principal's leadership) are not captured.
- The framework connects the analysis of teacher policies clearly with the attainment of certain education system goals—in particular, better learning outcomes. Quantitative aspects of addressing education needs and system constraints are not a focus.



- It will be relevant to discuss how and to what extent future education workforce diagnostics need to include the analysis of recent/current teacher—or education workforce—policies in the country and their impact on the education workforce and their practices.

Teacher Policy Development Guide (TPDG)

The **Teacher Policy Development Guide (TPDG)**, developed by the International Task Force on Teachers for Education 2030 (better known as the Teacher Task Force) in cooperation with UNESCO, focuses on *teachers only* and provides comprehensive guidance for the *development of teacher policies*. Nine policy dimensions/areas (which largely coincide with the policy areas assessed by SABER-Teachers) are suggested for consideration in situational analyses and subsequent policy formulation processes because of their particular influence on the quality of teachers and teaching, namely: recruitment and retention, teacher education, deployment, career structure/path, employment and working conditions, reward and remuneration, standards, accountability and school governance.

Guidance is provided not only on what (which areas) should be covered in teacher policy development

but also on how the latter should be done. The TPDG addresses in particular a range of relevant organizational and implementation planning issues (including costing) to be considered when developing or revising a country's teacher policy. Though stakeholder consultation in policy development processes is touched on, aspects of teamwork and collective action are not covered.

The TPDG adopts a systemic approach to teacher policy, explaining—and encouraging the analysis of—how the nine key areas of teacher policies relate (or fail to relate) in the particular country context to the major current education development goals. It also includes some guidance for checking the consistency between a country's (current and/or planned) teacher policies and its overall education policy (see table 2).

The TPDG has been used in different countries in all regions at varying stages of development. The Teach-

er Task Force has studied its use in nine countries in sub-Saharan Africa to ascertain how it is used by national policy makers and to assess areas for improvements and evaluate how it has provided support to countries, with key findings shared in a draft review released at the end of 2021.⁶ The TPDG is viewed as a living document and based on previous experience, and as such new content is being developed to include more detailed information on education in crisis and emergency contexts as well as on practical guidance on costing of national teacher policies. These additional modules will be published in 2022.

While the first version of the TPDG, published in 2015, provided more general recommendations as to what to consider and how to proceed in the development of a national teacher policy, the revised version contains a variety of illustrations and specific country examples.

In addition, an adaptation of the TPDG, namely, *Teaching Policies and Learning Outcomes in Sub-Saharan Africa: Issues and Options* was prepared by the UNESCO International Institute for Capacity Building in Africa (UNESCO IICBA)—henceforth **the “IICBA tool”**—and has been implemented in several countries, including Ghana, Malawi and Uganda. This document contains, in addition to a condensed TPDG framework, special references to teacher issues and policy contexts in Africa and some practical guidance tools (such as worksheets and checklists). In addition and more recently, a guidance note on crisis-sensitive teacher policy development has been developed in connection with the TPDG under the Norwegian Teacher Initiative to provide policy makers with an additional tool for integrating a crisis lens in the teacher policy development process.⁷



In sum, with reference to the key questions guiding this part of the mapping process:

- The TPDG provides mainly general guidelines on teacher policy areas to be analyzed for the design/revision of a country's teacher policy. More technical guidance as to how to collect and analyze some relevant related data and information has been included in its full version and in the adapted IICBA tool.
- Education workforce categories other than teachers are not addressed in the TPDG.
- Questions related to teachers' unions are a gap in the TPDG, as it does not deal with collective and organized action toward teaching and learning except for issues of stakeholder consultation and dialogue.
- The TPDG adopts a systemic perspective and suggests a check of the consistency between a country's teacher policy and its general education policy.



- › The TPDG provides a comprehensive overview of the content areas and stages of teacher policy development. Certain condensed tools—in particular, the policy consistency checklist (see table 2)—may be of interest for a future education workforce diagnostic tool.

6. International Task Force on Teachers for Education 2030, “Teacher Policy Development in Sub-Saharan Africa: Review of the Use of the Teacher Policy Development Guide,” draft (France, 2021), <https://teachertaskforce.org/knowledge-hub/draft-teacher-policy-development-sub-saharan-africa-review-use-teacher-policy>.

7. International Task Force on Teachers for Education, “Norwegian Teacher Initiative: Strengthening Multi-Partner Cooperation to Support Teacher Policy and Improve Learning: Guidance Note on Crisis-Sensitive Teacher Policy Development” (International Task Force on Teachers for Education, 2021), <https://teachertaskforce.org/knowledge-hub/guidance-note-developing-crisis-sensitive-teacher-policy>.

TABLE 2. TPDG CHECKLIST FOR ALIGNING TEACHER AND EDUCATION POLICY

Education policy	Teacher policy
<p>Achieve quality education for every child/learner goals established at the national level:</p> <ul style="list-style-type: none"> • Maximum ECE enrolment • 100% primary (basic) gross enrolment and graduation • Maximum secondary enrolment and graduation • 100% literacy rate country-wide • Demographic projections to guide enrolment forecasts 	<p>Sufficient numbers of well-qualified teachers for every level of education:</p> <ul style="list-style-type: none"> • Current future recruitment needs/future projections • Standards for admission to teaching by level of education • Recruitment projections/teacher profile (urban, rural and disadvantaged areas, minority populations, male and female) • Attrition: projections for retirement, illness, death, professional and personal reasons
<p>National curricula and/or guidelines for decentralized education authorities on curricula choices to achieve desired student competence levels on graduation from each level of education</p> <ul style="list-style-type: none"> • Recommended pedagogical methods to meet learning goals • Revisions in current/previous curricula to meet education reform objectives 	<p>Initial teacher preparation, certification and ongoing professional development programmes to meet expected learning outcomes:</p> <ul style="list-style-type: none"> • Teacher competence and skill profiles • Qualification levels and allowed exceptions • Certification/licensing criteria and procedures • Professional development requirements and programmes for all teachers • Teacher educator profiles, knowledge and qualifications • Monitoring, evaluation and revision of teacher education • Access to CPD for all teachers
<p>Financing of the education system:</p> <ul style="list-style-type: none"> • Goals for national, regional, local resource investment – percentage of gross domestic product (GDP), public sector contributions and government expenditure by education level • Private sector investment/contributions, including family and individual 	<p>Financing of teacher preparation and employment:</p> <ul style="list-style-type: none"> • Investments for initial teacher preparation and recruitment • Funding for career-long continuing professional development (CPD) for all teachers • Salaries and incentives to attract, deploy and retain teachers, including social security • State provision and/or standards for private sector teachers
<p>Organization and governance of education:</p> <ul style="list-style-type: none"> • Mix of public and private provision – standards and regulation • Centralized or decentralized organization coordination for coherence among education levels • Education management structures to ensure efficiency and goal-setting • School leadership for learning outcomes • Participation of stakeholders in policy and governance 	<p>Teacher management and support:</p> <ul style="list-style-type: none"> • Standards, procedures, authorities/agencies responsible for dimensions of teaching • Coordination between national, regional and local levels on teacher dimensions • School leadership development and support programmes • Mechanisms for social dialogue on teaching conditions • Dialogue mechanisms on teacher dimensions
<p>Learning environment and conditions:</p> <ul style="list-style-type: none"> • Required days and hours of instruction • Standards for pupil-teacher ratios (PTRs) • Safe and healthy school rules and provisions • Construction/renovation of schools/classrooms • Provision of learning support aids and equipment 	<p>Effective teaching and learning conditions:</p> <ul style="list-style-type: none"> • Required hours of instruction, teacher presence in schools, planning, preparation, collaborative work, professional development, parent consultations • Class size standards • Teacher auxiliary support/para-professionals • Teaching materials and equipment provided
<p>Assessing the education system's performance:</p> <ul style="list-style-type: none"> • National, regional or local inspectorate services to assess performance and recommend changes • Roles of professional associations/councils/bodies in standard-setting and review 	<p>Teacher accountability: appraisal, roles and responsibilities</p> <ul style="list-style-type: none"> • Rights, roles and responsibilities of teachers established and procedures for application, including disciplinary mechanisms • Teacher evaluation standards and procedures • Professional development requirements or opportunities to improve performance

For more information: ILO, 2012 (http://www.ilo.org/sector/Resources/publications/WCMS_187793/lang-en/index.htm); ILO/UNESCO, 1966 (http://www.ilo.org/sector/Resources/sectoral-standards/WCMS_162034/lang-en/index.htm); UNESCO, 2012a (<http://www.unesco.org/new/en/education/themes/strengthening-education-systems/quality-framework/>)

Source: UNESCO and International Task Force on Teachers for Education 2030, *Teacher Policy Development Guide* (Paris: UNESCO, 2019), <https://teachertaskforce.org/knowledge-hub/teacher-policy-development-guide>.

2.2.3. Linking Teachers, Teaching and Education Quality: General Education Quality Analysis/Diagnosis Framework (GEQAF)

The **General Education Quality Analysis/Diagnosis Framework (GEQAF)** was developed by the International Bureau of Education UNESCO and offers a guiding framework mainly aimed at diagnostic work. This framework relates to a range of *15 interlinked areas considered to be particularly relevant for the quality of education in a country*. The GEQAF includes a separate analytical tool for the areas of both teachers and teaching. The other key areas covered are relevance, equity and inclusion, competencies, lifelong learners, learning, assessment, curriculum, learners, learning environment, governance, financing, system efficiency and use of ICT (information and communications technology) in education.

The suggested analytical tools, presented in the form of modules, tend to be relatively brief. The tool relating to teachers comprises two and a half pages of guiding questions concerning the selection, deployment, retention, training and professional management of teachers and “educators” more generally, though the scope of the workforce encompassed by the latter term is not defined. The tool on teaching is equally as brief and focuses on assessing existing teaching methods and the monitoring and support of teaching. The questions listed in these tools provide general guidance as to the main issues to be analyzed.

More generally, the GEQAF offers a framework for *examining policy related to education quality*. It does not provide any technical tools and process guidance to collect and analyze the relevant data and information and discuss stakeholder views; it is left to national/local policy makers and experts in the interested countries to determine and develop these.

BOX 5. GEQAF PILOTING IN TWO STATES OF INDIA

The piloting was initiated in two states (Meghalaya and Madhya Pradesh) by organizing a planning meeting and workshops during July and September 2012, respectively. The two-day planning meeting with education secretaries and other stakeholders set the tone for the state piloting of GEQAF. This meeting also helped the states to understand the structure of all 15 tools and helped to list the sources, evidence and data required for piloting work.

The subsequent workshops (five days’ duration each) helped the states to analyze the data and respond to the queries raised in each piloting tool. Keeping in view the nature of the study, state- and district-level representatives/stakeholders were involved to understand systemic issues and the implementation status of various programs and policies implemented at grassroots level. Efforts were made to have a cross section of experts (education experts, sociologists, economists and so on) for obtaining wider contexts. Data from secondary sources (reports, research studies, monographs and selected statistics) were gathered and consulted to form part of the evidence base and justifications to the responses.

Source: Adapted from National Council of Educational Research and Training (NCERT), *Piloting of General Education Quality Analysis/Diagnosis Framework (GEQAF) in India* (New Delhi: NCERT, 2012), <https://ciet.nic.in/pages.php?id=geqaf-piloting&ln=en>.



In sum, with reference to the key questions guiding this part of the mapping process:

- The GEQAF provides short sets of general questions with the aim to guide discussions on the contents of a country diagnostic of education quality issues, rather than the technical aspects of the diagnostic work to be done.
- “Educators” are mentioned in addition to teachers in the guiding questions; however, who they are is not specified. The framework deals only marginally with non-pedagogical staff, from the angle of supervision and support to teaching and learning.
- A key strength of the GEQAF is that it draws attention to a relatively large variety of factors that potentially influence the quality of teaching and learning processes. However, the framework neglects the dynamics of teamwork and/or collective and organizational action toward better teaching and learning.
- The analytical tools of the GEQAF include cross-references; that is, they establish links between the suggested diagnostic questions concerning the different key areas addressed—for example, between teachers and teaching and between teaching and governance.



- › The cross-referencing in the tool of areas/factors contributing to quality education fosters a systemic diagnostic of education quality issues and could offer inspiration for the design of a future education workforce diagnostic framework.

2.2.4. Analyzing the Delivery, Conditions and Practices of Teaching: World Bank’s Service Delivery Indicators (SDI) and SABER Service Delivery (SABER SD); Global Education Policy Dashboard (GEPD), Teach, and Teaching and Learning International Survey (TALIS)

The World Bank, OECD and other development agencies have increasingly acknowledged the limitations of promoting better teaching and learning through changes in policy choices alone. As a consequence, there has also been a shift in the analytical tools promoted at the international level toward addressing how teaching and learning actually happen and change. The tools briefly outlined in this section have been developed in line with this trend and are largely complementary to those reviewed in the previous sections.

Service Delivery Indicators (SDI) and SABER Service Delivery (SABER SD)

The World Bank’s **Service Delivery Indicators (SDI)**⁸ initiative emerged in response to the gaps left by the first generation of SABER tools, including SABER-Teachers. Recognizing that the initial suite of SABER resources focused only on policy content and not service delivery, SDI was developed to examine the output of policies. The initiative measures *quality in education and health services through nationally representative facility-based surveys*. As part of the initiative, SDI includes indicators and related survey tools to analyze some key aspects of a country’s education workforce, with focus on the staff and conditions ensuring the delivery of school education.

8. For more information, see the Service Delivery Indicators website at <https://www.sdindicators.org/>.

The World Bank developed the **SABER Service Delivery (SABER SD)** tool in 2016, building on the SABER initiative and SDI (see above) as well as other surveys.⁹ SABER SD aimed to *respond more holistically* to issues that these past initiatives did not address, including teacher training and coaching. SABER SD adapted and expanded SDI's focus and approach in terms of survey items and modality.¹⁰ The guiding issues and related indicators of SABER SD relate to teachers' knowledge and ability; their efforts and absenteeism; teaching inputs and environment; school leadership and management; the teacher support system (including evaluation and regular pay); and school and student assessment. The SABER SD toolkit includes, besides a set of monitoring indicators, several modules with guidance for the collection of data on teachers, principals, professional support and school management.

SABER SD has not been implemented since 2017, and though it was piloted in multiple contexts, it was only fully implemented in Punjab province in Pakistan. SDI is now rolled out only in the context of a more recent World Bank initiative, the Global Education Policy Dashboard (see below).

Global Education Policy Dashboard (GEPD)

The World Bank's **Global Education Policy Dashboard (GEPD)** was launched in 2021 to present data, tools and resources that provide particular insights into—and some guidance for monitoring and analyzing—the *implementation of major education policies*. The dashboard pools on a single website a large range of data, resources and tools from different World Bank activities relating to education policy. A related Global Platform for Successful Teachers, which develops global public goods and supports World Bank operations related to teachers, is presently being developed.

The GEPD is the newest and most comprehensive of the World Bank's resources that touch upon education workforce, bringing together a range of data sources. Recognizing that gaps remain in SABER SD, the GEPD builds on and encompasses multiple existing tools—including SABER SD and Teach—to tackle education workforce questions (among other issues) more comprehensively than any single prior tool. Through the GEPD, the World Bank developed and piloted three new instruments: a school survey, a policy survey and a survey of public officials.¹¹ The school survey collects data on quality of service delivery in schools using adapted versions of World Bank and other tools, including SDI, Teach and the Development World Management Survey.

The survey of public officials, which targets officials at different levels of the education administration, constitutes one of the few currently applied tools to address education workforce categories other than teachers. It also explores some key aspects of an effective education workforce, such as information on policy goals; clarity of post descriptions and/or assignments of tasks and responsibilities; training opportunities; staff incentives/rewards; supervision of schools; feedback from parents and local community on teaching and learning; and influence of political and other stakeholders on staff and their management. Unlike many other tools, the dashboard asks teachers about their contract type, allowing for breakdown and analysis of teacher skill level by contract type. Given policy debates in many contexts about contract teachers and other categories of teacher employment, such data may be particularly useful for policy making and teacher management.

Implementation of the dashboard varies by context, with more country ownership in some cases and more World Bank involvement in others. The GEPD was piloted in Mozambique and Peru in 2019, and full data collection was completed in Jordan, Peru and Rwanda in early

9. World Bank, *SABER in Action: SABER Service Delivery* (Washington, DC: World Bank, 2017), <https://documents1.worldbank.org/curated/en/312671505980506924/pdf/119785BRI-PUBLIC-SABER-in-Action-Service-Delivery.pdf>.

10. World Bank, *SABER Service Delivery 2017, Measuring Education Service Delivery: Afghanistan* (World Bank, Washington, DC, 2019), <https://microdata.worldbank.org/index.php/catalog/3414>.

11. For more detail, see World Bank, *Technical Note: Global Education Policy Dashboard* (Washington, DC: World Bank, 2021), <https://www.educationpolicydashboard.org/sites/epd/files/resources-documents/GEPD%20Technical%20Note.pdf>.

BOX 6. TEACH: RESULTS FROM RESEARCH ON ITS PILOT PHASE

Despite its importance, low and middle-income countries rarely measure teaching practices, in part due to a lack of access to adequate classroom observation tools and the high transaction costs associated with administering them. Teach, an open-source classroom observation tool for primary classrooms, was developed to capture the quantity and quality of teaching practices in these settings with a simple, easy-to-administer tool.

Results from research conducted on the piloting of Teach in several countries provide evidence that the practices included in the tool have a clear conceptual underpinning. Furthermore, almost 90 percent of local staff applying this tool in Mozambique, Pakistan, the Philippines and Uruguay were highly accurate using Teach after a four-day training [pointing to high reliability among classroom observers using the tool after being trained]. ... Finally, teachers who display effective practices, as measured by Teach, are associated with students who achieve higher learning outcomes.

Source: Adapted from E. Molina et al., “Measuring Teaching Practices at Scale” (Policy Research Working Paper 8653, World Bank, Washington, DC, November 2018).

2020. Data collection in other countries was delayed by COVID-19-related school closures but has since been completed in Ethiopia and Madagascar, and it will begin soon in Sierra Leone, Pakistan and Niger, with funding secured for additional countries.

Teach

The World Bank’s **Teach** tool concentrates on *teachers’ behavior and instructional practices at the classroom level*. Developed in 2018, piloted in four countries (see box 6), and rolled out in over 30 jurisdictions (including at the national or subnational level) around the world, this tool is meant for classroom observation. It assesses specific aspects of classroom practices and related teacher skills, in particular time spent on learning as well as quality of teacher practices, including elements of classroom culture, instructional practices and the development of students’ socioemotional skills.

As will be further discussed in section 3, a country-wide application of Teach in a large number of classrooms,

combined with the subsequent analyses of results, requires substantial training and organizational efforts. The Teach toolkit therefore includes, in addition to the manual for classroom observation, a few specific resources with guidance for related activities.¹²

Teaching and Learning International Survey (TALIS)

The OECD’s **Teaching and Learning International Survey (TALIS)** also addresses relevant aspects of education delivery and particularly *instructional and professional development practices of teachers and principals*, mainly as perceived by these education workforce categories themselves. TALIS has been conducted by OECD at regular intervals since 2008 and sheds light not only on the individual characteristics, views, job motivations and conditions of teachers and principals, but also on some collective dimensions of their work and professional development. The latest TALIS (2018) was applied in 55 countries (mainly OECD member states but including GPE partner countries Georgia and Vietnam).

12. World Bank, *Teach: Complementary Resources* (Washington, DC: World Bank, 2020), http://wbfiles.worldbank.org/documents/hdn/ed/saber/Teach/Teach_Resources.pdf.



In sum, with reference to the key questions guiding this part of the mapping process:

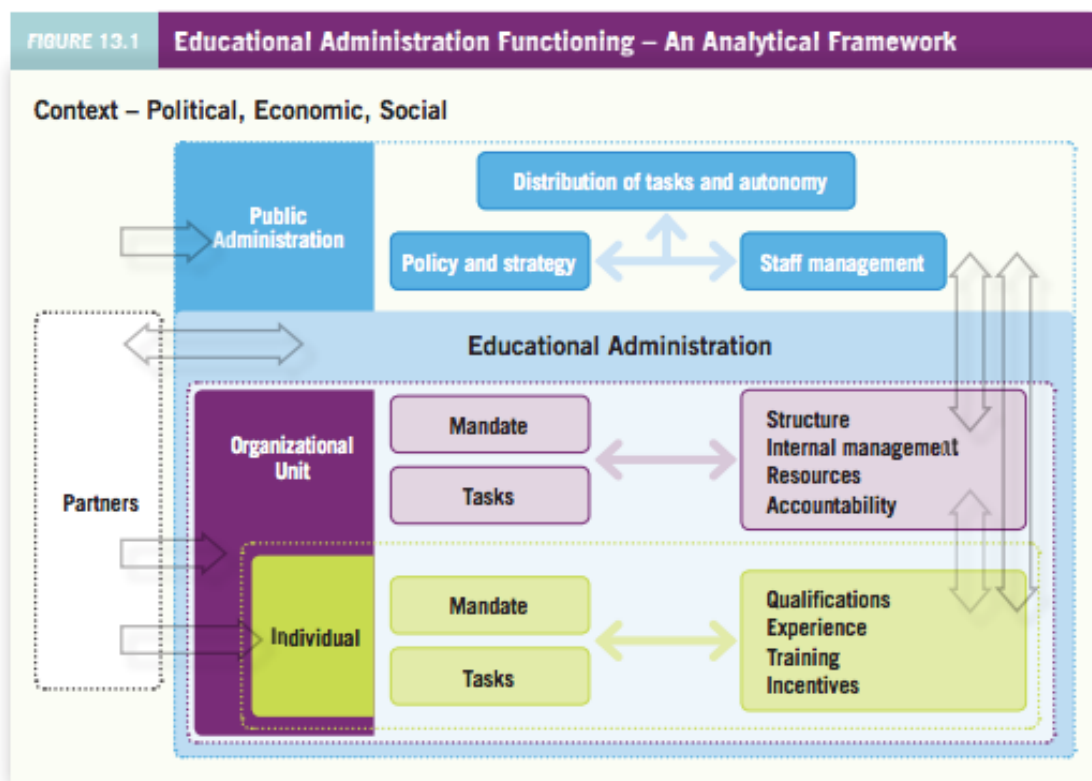
- TALIS and the GEPD (in particular, the latter's survey tools relating to service delivery and public officials) are helpful to explore the motivations, views and attitudes of teachers and other staff toward teaching and learning, and/or their actual working conditions. The Teach tool offers an approach to analyze teacher behavior and skills as they impact student learning at the classroom level.
- TALIS and the GEPD (especially the survey of public officials) address a number of characteristics as well as the views of certain staff categories other than teachers—in particular, principals and education officials/managers. However, they do not deal with other education workforce categories that contribute to making teaching and learning happen and making them effective—for example, teacher trainers, coaches/tutors, health/community workers and other supporting staff including community volunteers.
- TALIS and GEPD survey tools capture certain aspects of teamwork/collective efforts (for example, peer networks for professional development in the case of TALIS) and work relations across different areas and levels (for example, in the GEPD's school survey and survey of public officials), which are relevant to assess the education workforce as defined in this paper.
- The GEPD is clearly a very comprehensive diagnostic resource. Its precursors and individual pieces face many of the same constraints as other tools—limited focus on workforce categories other than teachers, and limited consideration of interactions between workforce roles or workforce issues and teaching and learning quality. However, in consolidating these pieces through the dashboard, the tool provides a more comprehensive picture than previously available about the ways in which policies and practice related to the education workforce influence teaching and learning.



- › The tools reviewed in this section relate to key education policy goals—education delivery, effective teaching and student learning, in particular—and aim to assess their implementation. But only the GEPD comprehensively links these specific analyses with a broader education system analysis. It would be valuable to identify those education workforce related themes and questions in TALIS and the GEPD surveys of public officials (as well as in the SABER SD survey and in Teach, where these are used independently) that could be particularly relevant for education workforce diagnostics. An education workforce diagnostic framework could either select, adapt and incorporate relevant survey dimensions or include references to the mentioned survey tools in connection with specific education workforce issues.

2.2.5. Methodologies to Analyze Organizational Factors: IIEP–UNESCO's Analysis of the Functioning and Effectiveness of the Educational Administration and IIEP–UNESCO Dakar Methodological Guide for the Analysis of Quality Monitoring Practices

Teaching and learning and the mobilization of the related education workforce (and other resources) need to be organized. Teaching and learning become more effective when the organizational efforts across all levels converge toward fulfilling the set objectives or functions. The following two frameworks focus on this dimension.

FIGURE 1. EDUCATIONAL ADMINISTRATION FUNCTIONING: AN ANALYTICAL FRAMEWORK

Source: IIEP-UNESCO, UNICEF, GPE and FCDO, "Functioning and Effectiveness of the Educational Administration," in *Education Sector Analysis Methodological Guidelines: Volume 3* (Paris: IIEP-UNESCO, UNICEF, GPE & FCDO), chapter 13, <https://unesdoc.unesco.org/ark:/48223/pf00000377738>.

IIEP-UNESCO's Analysis of the Functioning and Effectiveness of the Educational Administration

Functional organizational analysis tools such as IIEP-UNESCO's analysis of the functioning and effectiveness of the educational administration—henceforth the **IIEP-UNESCO educational administration analysis**—can provide insight into relevant dimensions of the education workforce. Tools like this support analysis of, for example, institutional, organizational and staff-related factors explaining effective (or less effective) provision of in-service training programs or other types of professional support or administration services to teachers or other education workforce categories.

The IIEP-UNESCO educational administration analysis can help to understand, in particular, the following: (a) in which respects the individuals influencing teachers

and teaching (from principals to district education officers and managers at other levels) are of an adequate "profile"—including competencies, training and incentives—to fulfill their mandate; and (b) how these mandates and the organization of work and workflows are aligned and eventually contribute to effective teaching and learning (see figure 1).

IIEP-UNESCO Dakar Methodological Guide for the Analysis of Quality Monitoring Practices

Quality management is key for ensuring that the education workforce supports learning. The IIEP-UNESCO Dakar *Methodological Guide for the Analysis of Quality Monitoring Practices* (available only in French)—henceforth the **IIEP-UNESCO Dakar tool for analyzing quality monitoring practices**—differs from conventional diagnostic approaches. The main objective is to strengthen the

capacity of actors within education systems to identify the difficulties they face in improving education quality and then to formulate proposals, adapted to their own context, to reinforce the effectiveness of education quality management. The methodology is therefore based on an action-research approach conducted at all levels of education systems, starting from classrooms up to the decentralized and central administration levels. The methodology includes (a) observation and understanding of what these actors are doing in their daily working routine to improve education quality and

(b) analysis of the extent to which their actions are relevant, coordinated and oriented toward the achievement of education quality.

Data collection includes analysis of working documents, semi-structured interviews, description of education quality management practices and focus groups. Identification of levers for improvement starts during the focus group where key groups of the education workforce are brought together. This methodology may be worth further consideration in a future diagnostic tool.



In sum, with reference to the key questions guiding this part of the mapping process:

- Both the IIEP-UNESCO educational administration analysis tool and the IIEP-UNESCO Dakar tool for analyzing quality monitoring practices offer methodologies to capture organizational as well as individual and collective action dimensions of the education workforce with regard to education delivery, teaching and learning.
- While the IIEP-UNESCO educational administration analysis tool gives particular attention to non-teaching/managerial staff and their organizational context, the IIEP-UNESCO Dakar tool for analyzing quality monitoring practices explores

organizational context by involving teaching and non-teaching staff from different levels.

- Both tools, particularly the IIEP-UNESCO Dakar tool, can help to analyze organizational and/or collective dynamics contributing toward—or against—aligned action for the delivery of education services and achievement of teaching and learning targets.
- Both tools adopt a systemic view, inviting analyses across different levels and departments of the education sector to assess assets and obstacles as well as possible leverages to reach overarching educational and/or functional system goals.



- Discussions on a future education workforce diagnostic tool will need to address the extent to which such a tool should include (a) organizational analyses and (b) the identification of leverages for change. The IIEP-UNESCO Dakar tool for analyzing quality monitoring practices offers a particularly inspiring methodology, oriented around participatory action-research, for education workforce diagnostics including the latter dimension.

2.3. Summary of the Main Gaps Emerging from the Analysis

From the preceding analysis it emerges that the reviewed frameworks and tools are characterized by several crit-

ical gaps and limitations relating to (a) the categories/groups of education workforce covered; (b) the analysis of factors/mechanisms linking the education workforce to teaching and learning practices, such as attitudes, behavior and interaction with others; and (c) collective

action or teamwork within the education workforce. These limitations are explored in more detail below.

a) Gaps concerning the categories/groups of education workforce covered

Apart from teachers, school principals have been included in several of the reviewed frameworks and tools, especially their qualification profile, professional practices and development, instructional management and views on teaching.

Other staff categories are almost completely left aside, except in the World Bank's GEPD public officials survey and both IIEP-UNESCO tools.

Although the tools recognize the role of other staff in the management and professional development of teachers and principals, they do not generally shed light on *the staff providing training and professional and administrative support* to teachers and other education workforce categories, in particular the following:

- Professional support staff (for example, pedagogical advisors, coaches, teacher trainers, inspectors)
- Administrative and management staff at provincial and district/subdistrict education offices
- Teaching service commission staff (and equivalent staff) at different levels
- Pre- and in-service teacher training staff (but also professional and administrative support personnel)
- School inspectors and other staff in charge of teacher and school monitoring and assessments

Similarly neglected in the reviewed tools are *those who assist, complement or promote teaching and/or learning at the school level*, in particular the following:

- Teaching assistants¹³

- Health and care workers available for students
- Social workers and school counselors
- Parents
- Community volunteers supervising and supporting students

Some—or even most—of the non-teaching staff mentioned above do not exist in certain countries. In such contexts, the support functions to teaching and learning might be—officially or de facto—the job of principals, district education officers and/or teachers themselves, or they may not be fulfilled at all. For future education workforce diagnostics, it might be useful therefore to *adopt a functional approach*, starting with a mapping of key functions of support to teaching and learning and analyzing how and by whom they are fulfilled.

b) Gaps concerning factors/mechanisms linking the education workforce to teaching and learning practices

A large range of factors influencing the actual behavior of teachers and other staff contributing to teaching and learning are neglected in most of the reviewed tools—in particular social norms/values/traditions, individual beliefs and power relations. Only TALIS addresses a few of them, namely teachers' and principals' beliefs and views related to instruction and professional practices.

c) Gaps concerning teamwork/collective action within the education workforce

The reviewed tools, with the exception of the IIEP-UNESCO tools, *pay little attention to collective or organized action toward more effective teaching and learning*. A future tool, whether new or adapted, would need to shed light on the organizational, sociocultural, political or other factors that tend to foster—or hamper—teamwork and cooperation at and across all levels.

13. Teach ECE, which falls under the Teach set of tools and targets early childhood education (ECE), includes the practices and behaviors of teaching assistants in early childhood education classrooms as part of the observation. Beyond this, teaching assistants are generally not included in diagnostic tools.

SECTION 3. REFLECTING ON THE IMPLEMENTATION OF EXISTING EDUCATION WORKFORCE-RELATED FRAMEWORKS

3.1. Introductory Remarks

A future framework or tool for education workforce diagnostics will need to harness the strengths and address the gaps of the existing tools (see section 2), as well as consider the implementation and effectiveness challenges emerging from the use of these tools—or there is a risk of the new or adapted tool being of little practical use. The tool must be able to assist directly in the design and implementation of a sound situational analysis of the education workforce and indirectly in preparing better-informed decisions and action for change in workforce-related areas.

This section summarizes the main insights regarding implementation challenges gained from interviews with several professionals who have been engaged at the international and national levels in the development, implementation and/or monitoring of one or several of the reviewed tools, focusing specifically on the following:

- a) *To what extent have these tools been applied at the country level?*
- b) *Have the tools fulfilled their respective purposes and reached target user groups?*
- c) *What are the implications (time, human resources, and so on) and challenges related to their application?*
- d) *To what extent have the tools been influential in changing education workforce-related policies or practices?*

3.2. Application of the Reviewed Frameworks at the Country Level

With a few exceptions (for example, SABER-Teachers, SABER SD), official up-to-date information on the country applications of the various tools is difficult to obtain. Websites, for example, often indicate a number of country case studies or applications but are not always updated. Also, not all applications of the tools are reported and recorded by countries. Furthermore, the interviewed professionals often did not know the number of country applications of the particular tool(s) because they have generally not been involved in—or monitored—all country applications of the tools over time; for example, some staff involved in earlier implementation of a tool were no longer at the organization.

Notwithstanding these limitations, the mapping exercise attempted to take stock of the number and geographical spread of countries in which the reviewed tools are reported to have been applied.

With the exception of SABER-Teachers, TALIS and Teach (which are reported to have been applied in 49, 55 and more than 30 education systems respectively), most of the reviewed tools are reported to have been applied in a limited number of countries—generally not more than a dozen each. In the case of the TTISSA Guide as well as the TPDG and its related IICBA tool, the focus was

explicitly on sub-Saharan Africa, and the application of these tools has remained limited to this region.¹ For the IIEP-UNESCO Dakar tool for analyzing quality monitoring practices, the limited number of country applications can be explained by the fact that the tool is relatively new and has recently finished the piloting phase, as of this paper's publication.²

For other tools, the lack of widespread application may be due to the lack of continuity in international funding and programs promoting their application in countries, as pointed out by some interviewees. In contrast, SABER-Teachers and TALIS have been characterized by secure funding and implementation in a relatively large number of countries, over almost a decade. Staff turnover at organizations that developed the tools may also contribute to more limited knowledge of their country application. Additionally, application of tools such as Teach has been limited by the absence or weakness of country-owned monitoring systems that can consistently track classroom data over time. All of this suggests that stable funding and human resourcing as well as ongoing dissemination and implementation support are important for the uptake and use of education workforce tools.

A full listing of the number and geographical spread of regions and countries in which the reviewed tools are reported to have been applied can be found in annex A.

3.3. Reaching the Purpose and Targeted User Groups

3.3.1. Defining the Purpose and Target User Groups

The clear formulation of a tool's purpose(s) and target user group(s) is in principle a precondition for subsequent evaluations of its effectiveness. However,

for certain reviewed tools this requirement is not fully addressed. For example, the GEQAF seeks to "enable Member States to profoundly analyze/diagnose and identify critical impediments ... to ... high quality education."³ The formulation of the assigned purpose seems to be rather broad and vague and appears to be in contrast with the short sets of general guiding questions that the GEQAF comprises.

Moreover, in most of the reviewed tools, the target groups are defined in a broad manner—who the policy makers and practitioners are is rarely specified, and no prioritization can be found in general regarding the target groups to be served. For example, the SABER-Teachers tool—which was, according to the interviewed professionals, meant primarily to help the World Bank's country teams—describes "public policy makers, planners and stakeholders" as its target groups.

3.3.2. Information and Dissemination Issues

Target groups for whom the tools are developed (for example, national system planners and managers working in ministries of education; national stakeholders consulted in education policy and plan preparation processes; international experts in charge of education sector diagnostics) tend to have very little information about the existence and application of the tools, and even less knowledge about the possible contribution the tools could provide to national education policy, planning and/or monitoring/management.

Several interviewees emphasized *more and better-targeted dissemination and information efforts* as a necessary step to attain the purposes of the diagnostic tools and reach their intended audience.

1. The TTISSA Guide is reported to have been used in its totality in Benin, Burundi, Mali and Uganda, with reports of additional "partial" application. The IICBA tool is reported as having been applied in Lesotho, Seychelles and Uganda and potentially other countries as well.
2. Teach is estimated to have been applied in around 10 countries, including four on a pilot basis (Mozambique, Pakistan, the Philippines, Uruguay). The IIEP-UNESCO Dakar tool for analyzing quality monitoring practices was piloted in eight countries, with seven additional countries in the pipeline.
3. IBE-UNESCO, *General Education Quality Analysis/Diagnosis Framework* (Geneva: IBE-UNESCO, 2012), <http://www.ibe.unesco.org/en/general-education-system-quality-analysis/diagnosis-framework-geqaf>.

3.3.3. Challenges Related to Open Access Resources

International development partners tend to make most of their resources available online, with open and free access. However, it emerged from the interviews that no systematic monitoring or evaluation work has gauged to what extent these resources are downloaded and read or used, by whom, and for what purpose (except in some instances, in the pilot phase). Though open access resources are by definition for everyone, it seems worthwhile to reflect on *how much targeting of the use of a future education workforce tool is desirable and to plan accordingly for related dissemination, monitoring and evaluation activities.*

3.4. Critical Implementation Issues

3.4.1. Challenges Related to the Scope of the Diagnostic Work

Reported challenges with country-level applications of education workforce diagnostic tools tended to depend on the scope of the work and related investment (of time and resources) to implement the tool. For example, implementing a more comprehensive diagnostic

framework aimed at generating a wealth and variety of data and information, such as the TTISSA Guide (see box 7), was reported by interviewees to be fairly demanding. Such investments and efforts were considered particularly justified, however, in countries planning major teacher policy reforms, requiring large consent from major stakeholders (for example, Uganda and Burundi) and/or where the databases relating to teachers to plan for future teacher or education policies needed to be expanded and improved (for example, Mali).

Diagnostics or surveys such as those of the World Bank's SABER initiative are reported to require substantial data collection and/or analysis. The time and resource investment related to the preparation of SABER-Teachers country studies, however, tended to be contained by the fact that they generally involved a very restricted group of professionals (international and/or national experts in charge of the diagnostic/survey work) and did not include consultative processes.

Education workforce frameworks of a less technical nature—such as the TPDG and GEQAF—have the advantage of being easily understood by most interested groups. Interviewees involved with adapting the TPDG at the country level, for example, reported that the tool was appreciated as being “informative” and for “providing

BOX 7. KEY REQUIREMENTS TO IMPLEMENT THE TTISSA GUIDE

Requirements commonly mentioned by interviewees involved in the implementation of TTISSA included the following:

- Set up and monitoring of a network of international experts and national working groups (the latter in response to the participatory approach initially promoted by the TTISSA Guide) to adapt and implement the diagnostic tool in the specific country context
- A substantial time investment from both national and international experts (including three to four visits by international experts as well as part-time and at-interval work of national and international staff over a period of up to two years)
- Extensive data collection and analysis process
- Several workshops and stakeholder consultations, particularly at the beginning of the diagnostic work at the country level, to organize the related work and provide training, if necessary, as well as to clarify the concepts, terms and tools guiding the work and to create a common work culture

oversight,” especially by ministry of education decision makers and managers. At the same time, however, certain challenges were pointed out—for example, when trying to apply the TPDG, the UNESCO technical assistance staff (and sometimes also national experts) still needed to adapt the guide to specific tools (worksheets, checklists and so on) to provide more practical guidance for policy preparation. Indeed, this feedback may partly explain the development of a related and more specific guidance document by UNESCO-IICBA, as well as the more recent revisions by the Teacher Task Force and UNESCO (fleshing out the initial version with multiple illustrative examples and some guiding instructions).

3.4.2. Cultural Challenges in Implementing Frameworks

Education workforce-related diagnostic tools can encounter implementation challenges of a cultural nature. For example, certain key terms, indicators and concepts may not be understood (such as indicators on teacher allocation in the case of the TTISSA Guide), or certain norms and values underlying the tools may appear or be inconsistent with those prevailing in the national or local context in which they are applied (for example, child-centered, constructivist teaching-learning approaches underlying the Teach assessment tool were not well understood and/or accepted in certain country contexts). Indeed, it has been necessary in certain cases to adjust the classroom observation tool in Teach to ensure applicability to the country context. For the TTISSA Guide, a series of trainings and workshops were organized over a period of time to build common understanding for the effective application of the tool at the country level.

3.5. Effectiveness Considerations

3.5.1. Piloting and Revising the Frameworks

All the reviewed frameworks and tools are reported to have undergone a pilot phase before being disseminated more widely. The interviewees emphasized the importance of testing the tools in a few countries and making necessary adjustments based on the feedback

received before using them at a larger scale.

How much time and resources can and should be set aside for this phase, in particular for reviewing and revising the tools, often constitutes a critical issue. Another incurred risk pointed out in several interviews is that the piloting may stretch over a rather long period and that the momentum for subsequent regular use, evaluations and revisions of the tool is lost.

3.5.2. Evaluation of the Tools

Beyond the pilot phase, several interviewees report a lack of attention and/or time and resources put into monitoring and evaluating the effectiveness of the reviewed tools. Indeed, it appears that many education workforce frameworks, which aim at paving the way for policy reforms, have not themselves been evaluated in terms of their use and/or impact (see section 3.5.3 for some of the methodological challenges inherent in an evaluation process of this nature). Given the need to draw systematic lessons on the use and effectiveness of current tools, the present mapping indeed attempts to provide such an assessment, to consider in the potential development of a new education workforce diagnostic tool.

3.5.3. Methodological Issues

It is important to acknowledge that it is not easy to evaluate the “effectiveness” of education workforce diagnostic tools in terms of their impact on policies, let alone policy outcomes. Challenges include separating out the impact of a specific diagnostic tool on the policy design for which it was used and assessing its specific eventual impact on educational practices and learning.

A less ambitious, but nevertheless useful, step would be to focus the evaluation of diagnostic tools on the change of individual, collective and institutional practices. A recent evaluation of the piloting of the IIEP-UNESCO Dakar tool for analyzing quality monitoring practices moves in this direction, with surveys and a workshop conducted to assess how the application of the tool (in eight countries since its launch in 2018) has modified the practices of the (a) individuals, (b) collectives/groups

and (c) institutions (such as ministries of education, district education offices and specialized agencies) involved in this participatory and action-research-oriented exercise.

Information obtained from our interview with the IIEP-UNESCO Dakar program coordinator, and from evaluation reports presented at a recent workshop,⁴ points to significant changes in the ways in which quality monitoring is perceived and addressed at individual and collective levels by those involved in the exercise. Institutional structures and procedures, however, appear to be more resistant or slower to change (see box 8).

3.5.4. Encouraging Signals

In spite of the above-mentioned implementation challenges and effectiveness issues, education work-force-related diagnostic frameworks and tools are in high demand among both national and international professionals working in education. According to several interviewees, these kinds of tools inspire, and shape work toward, better-designed policies and programs in many countries, even where they are not fully applied as initially intended or designed. Most of the interviewees also pointed out that they have encountered ministry of education staff in a large variety of countries who regularly use shortened and/or adapted versions of some of the tools (for example, the TTISSA Guide, SABER survey tools, TPDG, Teach, and the IIEP-UNESCO educational administration analysis tool), although these practices and their effects have not been tracked or analyzed.

BOX 8. METHODOLOGICAL CHOICES FOR MORE EFFECTIVE DIAGNOSTICS

Results from the first evaluations of the application of the IIEP-UNESCO Dakar *Methodological Guide for Analysis of Quality Monitoring Practices* in eight countries include the following:

Changes in individual professional practices

Some participants report that they now tend to refer in their professional judgements and actions to objective data and to check critically any transmitted information; others point out that they give more room to data analysis before taking decisions in their daily work. What has largely generated these attitudinal changes is the participation in action-research, which invites those involved to document and confront different perspectives of observed field practices.

Changes in collective work and leadership practices

The adopted approach has been reported to promote increasing attention paid to the work and perspectives of colleagues and to collective co-construction of knowledge and know-how as well as more “openness” of institutional leaders to the views and initiatives of their staff (including in the form of encouragement and rewards).

Source: Translated and adapted from IIEP-UNESCO Dakar, *Impact du programme sur le management des agents nationaux* (Focus Letters Spécial No. 2, Appui au pilotage de la qualité de l'éducation, IIEP-UNESCO Dakar, Dakar, November 2020).

4. See IIEP-UNESCO, Rapport de l'atelier régional sur l'importance du pilotage de la qualité de l'éducation (Dakar: IIEP-UNESCO Dakar, December 2020); available in French only.

SECTION 4. CONSIDERATIONS FOR FUTURE EDUCATION WORKFORCE DIAGNOSTICS: A FEW CONCLUSIONS

4.1. Existing Frameworks: A Summary of Their Strengths and Gaps

Future education workforce diagnostics can learn from and build on a number of existing tools that have been useful for analyzing critical issues relating to teachers and teaching:

- The **TTISSA Guide** is able to generate relatively comprehensive quantitative (and some qualitative) country data and information on teachers and their management.
- **SABER-Teachers** and the **TPDG** offer frameworks and guidance for assessing a country's teacher policies, developing or revising them and checking their consistency with education system goals and policies.
- The **SABER SD, TALIS** and **IIEP-UNESCO educational administration analysis** can help to explore in particular the organizational dimensions as well as the perceptions and roles of teachers, principals and/or administrative and support staff in the delivery of education.
- **Teach** can be helpful to assess teachers' behaviors and practices at the classroom level.
- The **IIEP-UNESCO Dakar tool for analyzing quality monitoring practices** offers a methodology for participatory analyses of quality monitoring practices and leverages for change, involving education workforce from classroom/school to the central level.
- The **GEPD** is a very comprehensive resource: using multiple tools (including several of the above), the dashboard considers teachers as well as other mem-

bers of the broader workforce, examines the dynamics across workforce groups, and looks at links between policy and implementation. Its application is more limited, given that it is a newer resource, but is strong in its multilevel focus and connections between the workforce and learning outcomes. This strategy of combining multiple tools through a centralized effort may be both a comprehensive and cost-effective strategy to capture a holistic picture of the education workforce.

None of the reviewed tools can address all relevant dimensions of the education workforce as defined in this paper. *Even combined, the reviewed tools would leave important gaps in an education workforce diagnostic.*

As emerges from the analysis and discussion in section 2, the reviewed tools do not provide any significant guidance for data collection and analysis on staff categories beyond teachers who contribute to making effective teaching and learning happen (with the exception of principals and administrators from a few specific angles). In most cases, issues such as teacher mobility or teacher autonomy are not incorporated, though such issues could have implications for what happens in the classroom. Nor do the tools allow analyses of the interactive and collective dimensions of teachers' and other staff's action toward effective teaching and learning. In almost all cases, the tools do not specifically consider teacher categories such as contract teachers, community teachers and private school teachers. Additionally, very few tools cover social dialogue or examine the role or reach of teachers' unions.

4.2. Looking Ahead: Directions and Issues

A new or expanded education workforce diagnostic tool will need to both harness the advantages and strengths and overcome the identified limitations and gaps of the reviewed tools in order to be comprehensive, effective and appropriate. The discussions in the previous sections lead to a number of key questions to be discussed in the development of a comprehensive, effective and appropriate tool (or set of tools).



A single new diagnostic or a “toolbox” combining existing and new tools?

It will be necessary to decide whether the best option is to design a new tool for future education workforce diagnostics (drawing relevant elements from existing tools), or to use the existing tools and supplement them with one or several specific tools/modules to address the identified gaps. In either case, it will be necessary to develop a framework or tool (or apply an existing one—such as the TTISSA Guide) to collect the missing data and to guide data analysis relating to staff other than teachers. Furthermore, an appropriate methodological framework or tool is required to generate better insight into—and possibly also prepare for change in—the ways in which the education workforce contributes (individually and collectively) to teaching and learning. The GEPD already serves as a toolbox, and as its geographic reach grows and its role in the sector assessment and planning processes is tested, new opportunities could emerge for strengthening the dashboard and leveraging its role in decision making.



Relationship between education workforce diagnostic tools and broader education sector diagnostic frameworks?

At least from the perspective of education system planning and management, an education workforce diagnostic does not constitute an end in itself. As argued in section 1, while reforms have often focused exclusively on teachers, the development community has begun to also consider the broader education workforce (those beyond—but including—teachers) for its presumed

impact on teaching and learning.

If the main purpose of a diagnostic tool is to diagnose the role and influence of the education workforce in teaching and learning, then it seems relevant to design education workforce diagnostics as part of broader diagnostics of teaching and learning (which also include the analysis of teaching and learning conditions, resources and so on).

Actions to enhance learning with the help of the broader education workforce eventually depend on the mobilization and organization of human, financial and other resources, and therefore they need to be embedded in sector-wide education plans or reform policies. In such cases, education workforce diagnostics would need to be articulated along with the sector plans and reforms, and possibly—though not necessarily—integrated into education sector analyses preparing for them.



Different tools for different purposes and contexts?

A future diagnostic can aim at (a) generating new data and information on different education workforce categories contributing to teaching and learning, and (b) analyzing—and preparing improvements in—the ways in which teachers and other staff fulfill functions of support to effective teaching and learning. In practice, and according to the specific context, it might be important to strike a balance between these two purposes of an education workforce diagnostic.

In some contexts, for example, data and data analysis relating to the existing education workforce beyond teachers addressing the mentioned support functions are scarce, and filling this gap might be a prerequisite for any further strategies for improvement. On the other hand, where such data are (largely) available—or where few non-teaching staff categories exist to support teaching and learning—more weight might be given to exploring how teachers and the few existing education workforce categories address support functions and operate in practice.

Similarly, the choice of methodologies for the education workforce diagnostic might vary according to the specific

purposes and circumstances. The TTISSA Guide and survey tools such as SABER SD and TALIS comprise relevant methodologies for the collection of missing education workforce data and information. They combine education policy analysis with the collection and analysis of both quantitative and qualitative data on teachers and other education professional and administrative staff as well as on their views, using specific tools for the collection of data (surveys, questionnaires and interviews addressed at teachers and education managers at different levels). The IIEP-UNESCO Dakar tool for analyzing quality monitoring practices offers another promising methodological approach focusing on the participatory identification and development of leverages for improvement; it could be extended and applied to education workforce-relevant areas other than quality monitoring.

Comprehensive education workforce diagnostics will need to cover a large array of thematic areas (for example, characteristics of education staff; other groups contributing to teaching and learning; individual views and motivations; collective and power dynamics; organizational and other factors influencing staff and possible future changes). Such analysis requires a range of different methodological approaches and specific tools, including statistical, sociological, political economy, organizational and other approaches.

Comprehensive diagnostics are time-consuming and resource intensive. However, not all education workforce-related thematic areas are of equal importance (on the political agenda) in the country context. Therefore, it may be appropriate to adopt a modular approach for the development of a future diagnostic tool. This could take the form of a toolbox with elements that can be chosen and applied according to the specific context.

4.3. Ensuring Effectiveness and Sustainability of the Education Workforce Diagnostic Tool

From section 3's analysis on the implementation of existing tools, a few conclusions regarding the factors contributing to the effectiveness and sustainability of education workforce tools can be drawn:

- **Targeted and large-scale involvement matters.** Both the quality and impact of the diagnostic tend to be enhanced where a critical mass of experienced actors—preferably from different levels and departments dealing with the education workforce—are involved in the contextualization/adaptation and use of the tool.
- **In the first stage, it may be useful to evaluate critical implementation issues of existing tools, beyond the extent of this paper, to draw lessons for a future tool (or set of tools).** This may take the form of focus group discussions or webinars involving a group of international and national experts familiar with the tools, for example.
- **Consultative processes will be essential for tool development.** Members of the education workforce and those who will implement the intended tool should be involved in the tool development process. Their perspectives on content and processes will be critical for ensuring usable, effective and relevant diagnostic tools.
- **Effective communication and dissemination constitutes a critical challenge.** In particular, those who—at different levels—could use such tools to analyze and enhance the education workforce would need to be informed and potentially supported in thinking about the role of the tool in their work. This includes planning and human resource departments, teacher training and curriculum departments at the ministry of education, teaching service commissions/agencies, general inspectorate or similar services, district education officers and teachers' unions. When developing or adapting tools for education workforce diagnostics, some reflection and resources would therefore need to be devoted to effective targeted communication and dissemination, for example, via local education groups and education staff representatives/unions. Additionally, training programs addressing these target groups can reinforce and enhance the use of new education workforce tools.
- **Linking education workforce diagnostics with broader teaching-learning diagnostics or sector diagnostics will be important to strengthen the former's**

effectiveness and impact. Connection of future education workforce diagnostic tools with the Education Sector Analysis Methodological Guidelines, for example, and other widely applied education sector analysis frameworks (possibly in the form of specific education workforce modules as complements to existing frameworks) will not only enhance their impact on policy processes but also encourage their sustained use and enhance their eventual policy impact.

- **The sustained regular application of an education workforce diagnostic tool can depend to some extent on sustained and sufficient financial and other support for its use and evaluation.** More than lack of financial resources, however, the main obstacle is often insufficient time and staff training built into planning and policy reform processes. Time and continuous capacity development are indispensable to ensure a systematic and regular use of these tools. It is clear that some education workforce diagnostic tools have “survived” and been applied (sometimes in an adapted and not necessarily systematic form), in particular where policy makers and planners found them relevant to generate missing information and insights into the education workforce reality—as reported for the case of Uganda (see box 3), where the TTISSA Guide has had continued impact on the country’s teacher and education policy.

4.4. Key Points to Inform a Future Education Workforce Diagnostic Tool

A future framework or specific set of tools for education workforce diagnostics should:

- Aim primarily to help **collect and analyze data on education personnel other than teachers**; it could possibly start with an **analysis of the main functions** of pedagogical, professional and/or administrative support to teaching and learning, **how they are organized and by whom they are fulfilled**;
- Identify and, if necessary, adapt **tools that are appro-**

priate to analyze—and better understand—the actual roles and (individual and collective) behavioral factors and dynamics in the education workforce;

- Envisage the use of **participatory, multilevel and action-research-based approaches** to ensure that the voices and perspectives of teachers, unions and other members of the education workforce are represented. Participatory approaches will facilitate exploration of critical education workforce issues and the possible leverages for addressing them;
- Bridge **existing (GPE and other) education sector analysis frameworks and other tools widely used in education sector plan preparation**; and
- Be accompanied by **planned and budgeted dissemination efforts** (local education groups, for example, could play a strategic role) as well as **medium-term investment in related local training, monitoring and evaluation**.

Moving forward, the findings of this mapping should inform the efforts being promoted by the Global Education Forum and others to support data collection on the broader workforce and the potential development of a global education workforce diagnostic. For GPE, this work should feed into its support to partner countries in better understanding the scope of their challenges related to quality teaching and the broader workforce. Actively disseminating this paper and related dialogue, such as a webinar with a group of experienced national and international professionals who have been involved in both education workforce and education sector analysis/planning related diagnostic and policy work, would contribute to ensuring that these linkages are made.

The tools and frameworks reviewed in this mapping and the lessons learned about their implementation constitute a rich basis upon which future education workforce diagnostics can be built. Having a better understanding of the status and challenges of the education workforce is vital to ensure that teachers and the numerous other roles who may be involved in the process of teaching and learning can do their jobs effectively and provide quality, inclusive and equitable education for all.

ANNEX A. OVERVIEW OF PROMINENT RECENT INTERNATIONAL FRAMEWORKS ADDRESSING THE EDUCATION WORKFORCE

NAME/TITLE OF FRAMEWORK/TOOL	ASSIGNED PURPOSES AND OBJECTIVES	USERS OF FRAMEWORK/TOOL	CATEGORIES OF EDUCATION WORKFORCE COVERED	LEVEL(S) IN FOCUS	CONTENT OR POLICY AREAS ADDRESSED RELATING TO EDUCATION WORKFORCE	METHODOLOGICAL APPROACH AND RELATED TOOLS	APPLICATION (SCOPE OF USE TO DATE AND INTENDED REGION OF FOCUS)
Methodological Guide for the Analysis of Teacher Issues (the TTISSA Guide) (UNESCO, 2010)	<i>To analyze how a country's education system fares on teacher issues</i> A "technical tool to be used for a participative process of reflection on the teacher issue, with the view of facilitating the emergence of new teacher policies"	No explicit statement on "target users" in the guide Observations emerging from interviews: ➤ Direct users are professionals (national and international) working in educational planning and policy design ➤ Information and instructional material for ministry of education decision makers and various stakeholders (for example, teachers' unions) engaged in education policy, especially teacher policy	Teachers in general primary and secondary education Some issues relating to school principals (further elaborated in certain TTISSA country studies)	National/macro level	Thematic focus: state of the teaching staff and its management system Diagnosed areas: ➤ Financial context ➤ Teacher needs ➤ Teaching personnel: quantitative and qualitative indicators ➤ Teacher training organization ➤ Teacher recruitment ➤ Teacher deployment ➤ Teacher absenteeism and attrition ➤ Teacher remuneration and career ➤ Social/professional dialogue	Methodological guide Methodology: quantitative and some qualitative analysis, based on indicators and requiring comprehensive data collection and analysis Included or connected tools: calculations of indicators and a few tools for collecting data	4 published TTISSA country studies —Benin, Burundi, Mali, Uganda—along with numerous presumed applications in shortened or modified forms sub-Saharan Africa
Teacher Policy Development Guide (TPDG) (UNESCO & International Teacher Task Force, 2019)	<i>Assist national policy makers and decision makers and education officials to develop an informed teacher policy</i>	Policy makers, decision makers, education officials, private education providers, education stakeholders	Teachers	National	9 policy dimensions: 1. Recruitment and retention 2. Teacher education—initial and continuing 3. Deployment 4. Career path/structure 5. Employment and working conditions 6. Reward and remuneration 7. Standards 8. Accountability 9. School governance Policy development phases and organizational arrangements: roles and responsibilities, costing of policies and their implementation, conditions for successful teacher policy, time frame and roadmap Implementation planning: legislative process and approval, executive or administrative decisions, tools and work schedules, monitoring and evaluation, organizational arrangements for and costing of implementation activities	Prescriptive general guidance through policy areas, processes and implementation planning Large range of illustrative country examples	No country study explicitly based on TPDG could be found but UNESCO-IICBA program specialists made references to its use as a guiding document (together with the modified IICBA version) in Uganda and a few other sub-Saharan African countries
Teaching Policies and Learning Outcomes in Sub-Saharan Africa: Issues and Options (UNESCO-IICBA, 2016)	<i>Meant as an annex or complement to TPDG</i>	No explicit target users Implicit: same target users as TPDG	Teachers Marginally: school supervisors and inspectors	National	➤ Same policy dimensions as TPDG ➤ Links between teacher policy and education quality improvement ➤ Working tools for advancing through the policy process	Combines a literature review on the relation between teacher policies and education quality with prescriptive guidance for policy development and implementation planning processes Includes worksheets and checklists	Estimated 6 country applications (including Lesotho, Seychelles, Uganda) Africa

NAME/TITLE OF FRAMEWORK/TOOL	ASSIGNED PURPOSES AND OBJECTIVES	USERS OF FRAMEWORK/TOOL	CATEGORIES OF EDUCATION WORKFORCE COVERED	LEVEL(S) IN FOCUS	CONTENT OR POLICY AREAS ADDRESSED RELATING TO EDUCATION WORKFORCE	METHODOLOGICAL APPROACH AND RELATED TOOLS	APPLICATION (SCOPE OF USE TO DATE AND INTENDED REGION OF FOCUS)
General Education Quality Analysis/Diagnosis Framework (GEQAF) (IBE-UNESCO, 2012)	<i>To enable member states to analyze/diagnose and identify critical impediments to high-quality education and effective learning</i>	Principally policy makers, educational planners and educational practitioners	Teachers	National/ macro level	Module on teachers: <ul style="list-style-type: none"> Teacher selection Teacher training Deployment and retention Management (in particular, support and supervision) Module on teaching: <ul style="list-style-type: none"> Teaching methods Monitoring and supporting effective teaching Module on governance: <ul style="list-style-type: none"> Distribution of roles and responsibilities As well as: accountability lines at national and intermediate levels + 12 more modules relating to dimensions of education quality	Methodology: framework of general questions to guide policy debate and studies on each module's thematic area	11 countries reported to have applied GEQAF All regions
What Matters Most for Teacher Policies: A Framework Paper (SABER-Teachers) (World Bank, 2013)	<i>Provide a framework for teacher policy mapping as well as guidance to align teacher policies in 8 key areas toward better teacher effectiveness</i> <i>Provide data on teacher policies</i>	World Bank country teams Public policy makers and planners Other education stakeholders	Teachers Principals	National	10 data collection areas: <ol style="list-style-type: none"> Entry and exit regulations Initial teacher education Recruitment and employment Teachers' workload and autonomy Professional development Compensation Retirement rules and benefits Monitoring and evaluation of teacher quality Teacher representation and voice School leadership 8 goals for teacher policy evaluation: <ol style="list-style-type: none"> Setting clear expectations for teachers Attracting the best into teaching Preparing teachers with useful training Matching teachers' skills with students' needs Leading teachers with strong principals Monitoring teaching and learning Supporting teachers to improve instruction Motivating teachers to perform 	Methodology: <ul style="list-style-type: none"> Framework for qualitative analysis of teacher policies Benchmarking (with scoring rubrics) of national teacher policies in the 8 key areas Collection and dissemination of data on teacher policies Tools: <ul style="list-style-type: none"> Framework of SABER-Teachers country studies World Bank database on teacher policies (free access) 	49 country reports available from the World Bank (as well as more applications not conducted by the World Bank nor officially documented) All regions
Teaching and Learning International Survey (TALIS) 2018 Technical Report and User Guide (OECD, 2019)	<i>Provide support in interpreting and using TALIS data</i>	Education policy makers and planners Researchers	Lower-secondary teachers Principals	National	11 themes at individual and institutional levels: <ol style="list-style-type: none"> Teacher instructional practices School leadership Professional practices Teacher education and initial preparation Teacher feedback and development School climate Job satisfaction Teacher human resource issues and social relations Teacher self-efficacy Innovation Equity and diversity 	Methodology: representative sample survey of teachers, teaching and school leadership via teacher/principal questionnaires (and video recording) Tools: guidance for TALIS data use, technical guidance and tools for conducting TALIS surveys	55 countries (TALIS 2018)— mainly OECD member countries

NAME/TITLE OF FRAMEWORK/ TOOL	ASSIGNED PURPOSES AND OBJECTIVES	USERS OF FRAMEWORK/TOOL	CATEGORIES OF EDUCATION WORKFORCE COVERED	LEVEL(S) IN FOCUS	CONTENT OR POLICY AREAS ADDRESSED RELATING TO EDUCATION WORKFORCE	METHODOLOGICAL APPROACH AND RELATED TOOLS	APPLICATION (SCOPE OF USE TO DATE AND INTENDED REGION OF FOCUS)
Functioning and Effectiveness of the Educational Administration in Education Sector Analysis Methodological Guidelines: Volume 3 (IIEP-UNESCO, UNICEF, GPE and FCDO, 2021)	“[Propose] a methodology and practical guidance on how to assess the functioning and the effectiveness of an educational administration, with a particular focus on educational planning and management”	No target users explicitly mentioned The tool can be used by any institution or group mandated to conduct an institutional capacity analysis	Professional staff of the education sector , particularly in planning and management at national and sub-national levels	National/ macro level	Focus: capacity to fulfill system- and intermediate-level educational planning and management functions/mandates Also covers: <ul style="list-style-type: none"> Individual profile of the staff categories analyzed (number, qualification, training, experience, incentives and so on) and their mandates and tasks Organization of the functional area analyzed (structure, internal management, accountability, resources) Public administration context of the analyzed area (policy and strategy, staff management, distribution of responsibilities and autonomy) 	Methodology: institutional capacity analysis of mainly qualitative nature based on questionnaires and interviews Included tools: <ul style="list-style-type: none"> Examples of practical applications of different components of the framework Questionnaires for data collection on education sector staff 	Estimated 10 country applications Africa, Asia, Caribbean
Teach (World Bank, 2019)	<i>Track and improve teaching practices in primary school classrooms</i>	Education policy makers and managers at all levels School principals and other professionals in charge of teaching quality monitoring and improvement World Bank country teams	Teachers' teaching practices	All levels (national, subnational, school, teacher)	Domains covered: <ul style="list-style-type: none"> Teachers' time spent on learning activities Students' time on task Teachers' instructional practices to develop cognitive skills Teachers' behavior to develop socioemotional skills 	Methodology: qualitative research based on classroom observation (use of video recording); can be combined with teacher coaching/ support activities Tools: guides for conducting Teach observations and training “observers” in Teach	More than 30 national or subnational applications 4 countries in pilot phase All regions
Global Education Policy Dashboard (GEPD) (World Bank, n.d.)	<i>Providing countries with technical advice, financial support, resources on teacher policies</i>	Policy makers and education stakeholders	Teachers (mainly)	National	Combining data from SABER-Teachers, SABER SD, Teach and other World Bank tools and resources on education	Methodology: platform with open access to World Bank data, resources and tools	2 countries —Jordan and Peru—available on the online dashboard 5 countries —Ethiopia, Jordan, Madagascar, Peru and Rwanda—with data collection completed Piloted in 2 countries —Peru and Mozambique
SABER Service Delivery (SD) and the Service Delivery Indicators (SDI) (World Bank, 2017, 2020)	<i>Provide metrics to assess the quality of education service delivery</i> <i>Link gaps in policy and policy implementation to real consequences in the classroom</i>	Policy makers	Teachers School principals	National (data collection at school level)	Indicators and survey module content: <ul style="list-style-type: none"> Teacher knowledge and skills Knowledge and management behavior of principals Teacher presence Teacher support services Accountability mechanisms such as decision hierarchy, assessments and so on 	Methodology: quantitative and qualitative survey methods targeting mainly teachers and principals	8 country reports Different regions
Methodological Guide for the Analysis of Quality Monitoring Practices (IIEP-UNESCO Dakar tool for analyzing quality monitoring practices) (available only in French and translated here) (IIEP-UNESCO Dakar, 2020)	<i>“Actor-based diagnosis of quality monitoring practices”</i>	Organizers of the quality monitoring practice analysis All actors participating in the quality monitoring analysis	Indirectly, all staff categories at different levels involved in education quality monitoring	Multilevel	Quality monitoring practices at all levels involved Factors considered: <ul style="list-style-type: none"> Student assessment Teacher assessment School assessment Quality monitoring at school, intermediate and national levels 	Methodological framework (draft) for multilevel actor-based analysis of quality monitoring practices Included tools: analytical framework and practical guidance, including sample interview guides	8 country studies available (piloting phase) +7 more countries plan to launch the process sub-Saharan Africa

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