

Organisation for Economic Co-operation and Development
Directorate for Education, Employment, Labour and Social Affairs
Education and Training Division

ATTRACTING, DEVELOPING AND RETAINING EFFECTIVE TEACHERS

Design and Implementation Plan for the Activity

24 March 2002

This paper incorporates feedback on the document “Issues, Methodology and Next Steps” discussed at a meeting of OECD Country Representatives held at OECD, Paris, 7-8 March 2002.

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INTRODUCTION

1. In the Communiqué they issued in April 2001, OECD Education Ministers cited teaching and learning as one of the four key areas of work for the new education mandate. In May 2001, the Education Committee agreed to undertake, as Objective 2 of its 2002 Programme of Work, an Activity entitled ‘Promoting Quality Teaching and Learning’. On the basis of more detailed proposals for the Activity, the discussions held during the Education Committee meeting of November 2001 refocused the Activity on Teacher Policy in the context of “Promoting Quality Teaching and Learning”. An expert meeting on 14-15 January 2002 advised a concentration on the aspects of teacher policy dealing with how to attract, recruit, develop, and retain effective teachers. A meeting of OECD Country Representatives on 7-8 March 2002 confirmed the proposed focus and scope of the Activity, and endorsed the timeline, methodology and guidelines for the Activity.

2. This document comprises the following sections:

- Purposes of the Activity;
- Context for the Activity;
- Analytical framework;
- Key issues and questions that are to be addressed;
- The methodology that is to be used, including the role of Country Background Reports;
- The timeline;
- The steps in implementing the Activity; and
- Annexes that contain guidelines for preparing the Country Background Reports, and the provision of data.

PURPOSES OF THE ACTIVITY

3. The overall purpose of the Activity is to provide policy makers with information and analysis to assist them in formulating and implementing teacher policies leading to quality teaching and learning at the

school level.¹ The Activity has several objectives: (i) to synthesise research on issues related to policies concerned with attracting, recruiting, retaining and developing effective teachers; (ii) to identify innovative and successful policy initiatives and practices; (iii) to facilitate exchanges of lessons and experiences among countries; and (iv) to identify policy options.

4. Two complementary approaches are planned: an analytical review; and a thematic country review. The analytical strand will use a variety of means -- including literature reviews, data analyses and commissioned papers -- to analyse the context of teacher policy in OECD Member countries, the factors that shape attracting, recruiting, retaining and developing effective teachers, and the range of policy responses available. All countries that express an interest in the Activity would be involved in the analytical strand. Additionally, countries may also choose to take part in a cross-country thematic review. This will draw on external review teams to provide in-depth analysis of context, key factors and policy responses in participating countries.

5. All participating countries will be invited to prepare a Country Background Report based on a common framework and set of guidelines. The same Country Background Report will support both the analytical and thematic country review strands of the Activity. Details on the methodology to be used in the Activity, and the guidelines for preparing Country Background Reports, are provided later in this document.

6. The Activity will produce a number of different outputs designed to assist policy making:

- A framework to guide analysis and policy development on attracting, recruiting, retaining and developing effective teachers;
- Country Background Reports produced by all participating countries;
- Country Notes prepared by external review teams for the countries that choose to take part in the thematic country reviews;
- Commissioned papers;
- Proposals for data development as input to INES work;
- A newsletter for participating countries and other interested parties;
- Workshops of country teams and experts to review progress and share experiences; and
- A final report that draws on the material produced by the analytical strand, the Country Background Reports, the Country Notes, Commissioned Papers, and contributions from country representatives and experts.

1. The present Activity is restricted to school systems at primary (elementary) and secondary level. The scope encompasses vocational programmes that serve students of secondary school age and special education programmes that enrol students of primary or secondary age. Participating countries have some flexibility in the extent to which their work focuses mainly on primary or secondary schools and includes attention to vocational and special education programmes. While the major focus is on teachers, the Activity recognises that teachers' work is influenced by the other types of personnel working in schools. As such, the scope includes other staff working in schools and new types of personnel who could work in schools, and the ways in which their roles interact with those of teachers.

7. The outputs will be disseminated widely through meetings and seminars, and print and electronic publications.

CONTEXT FOR THE ACTIVITY

8. The quality of teaching is a key factor in determining student learning – what students learn, how much they learn, their attitudes to learning, and their skills and motivation for on-going learning. The quality of teaching is determined not just by the quality of teachers – although that is clearly critical – but also by the environment in which they work. Able teachers are not necessarily going to reach their potential in settings that do not provide appropriate support or sufficient challenge and reward. Policies aimed at attracting and retaining effective teachers need both to recruit able people into the profession, and also to provide support and incentives for on-going performance at high levels and professional growth.

9. The last decade of educational research has attested to the importance of investing in teachers to attain any significant changes in terms of student learning. However, given the new demands of a knowledge-based society, an increasingly diverse and multicultural student population, and a demographic profile of teachers that raises concerns about the possibility that there would be insufficient quality teachers available to carry on the task, policies aimed at attracting, recruiting, retaining and developing teachers have become a central concern.

10. The critical role that teachers play is reflected in a wide variety of OECD activities in recent years including *The Teacher Today* (OECD, 1990), *High Quality Education and Training for All* (OECD, 1992), *Quality in Teaching* (OECD, 1994), *Staying Ahead: In-service Training and Teacher Professional Development* (OECD, 1998), and *Teachers for Tomorrow's Schools* (OECD & UNESCO, 2001). In addition, a major effort has been undertaken to build a comparative data base on teachers, including in the most recent edition of *Education at a Glance* (OECD, 2001a). Recently, the Education Committee completed two relevant documents – *Lifelong Learning for Teachers* and *Teacher Demand and Supply*. Meanwhile, CERI has been investigating related issues in its programme on *Schooling for Tomorrow* (OECD, 2000, 2001b, 2001c, 2001d, 2001e).

11. The Education Ministers placed great importance on teachers in their April 2001 Communiqué *Investing in Competencies for All*. They set out a challenging agenda for schools in responding to rapidly changing societal needs and in providing the foundations for lifelong learning. The Ministers also drew a clear connection between the challenges facing schools and the capacity of the teaching profession.

“We have reviewed some of the development options for our schools. The more optimistic of these could be jeopardised if a serious teacher shortage occurs. We need to explore together strategies to attract and retain high-quality teachers and school principals.” *Investing in Competencies for All*, p.4.

12. The Activity is designed to respond to this call by Ministers. How far schools are able to transform to adapt to the pressing societal needs will hinge to a large extent on the availability and effectiveness of the teaching workforce. It is the case that in a great number of countries the age profile of teachers is skewed towards the older end of the age-range and signs point to a recent worsening of the situation. In addition, the relative attractiveness of the profession, as far as the salary dimension is concerned, has declined substantially in a number of countries in recent years. Other evidence indicates that, at least in some countries, a substantial share of the teaching workforce does not hold a regular

teaching qualification, and the proportion of “out-of-field” teaching assignments is strikingly high in some key subject areas.

13. Therefore, making teaching more attractive as a profession, for both present and future teachers, is an urgent policy concern. Improved policy making will result from:

- Better understanding of the range of factors that affect the attraction, recruitment, development and retention of effective teachers; and
- Identifying cost-effective policy options and the conditions under which they are successfully implemented.

Links with Other International Organisations

14. The relevance and seriousness of work on teacher policy is also evident in the programmes of other international organisations. For example, the International Labour Organisation (ILO) and UNESCO are currently undertaking research work on several issues related to teachers’ roles, professional development, work organisation and social dialogue, ICT, open and distance learning as well as developing a report on teacher indicators. The European Commission has adopted a key focus on teachers’ skills, changing roles, and developing and attracting teachers. The World Bank is undertaking a series of studies in developing countries across the globe on teacher policy issues. The OECD Activity will seek ways to co-ordinate as much as possible with the agencies doing related work to prevent duplication of effort and develop potential synergies.

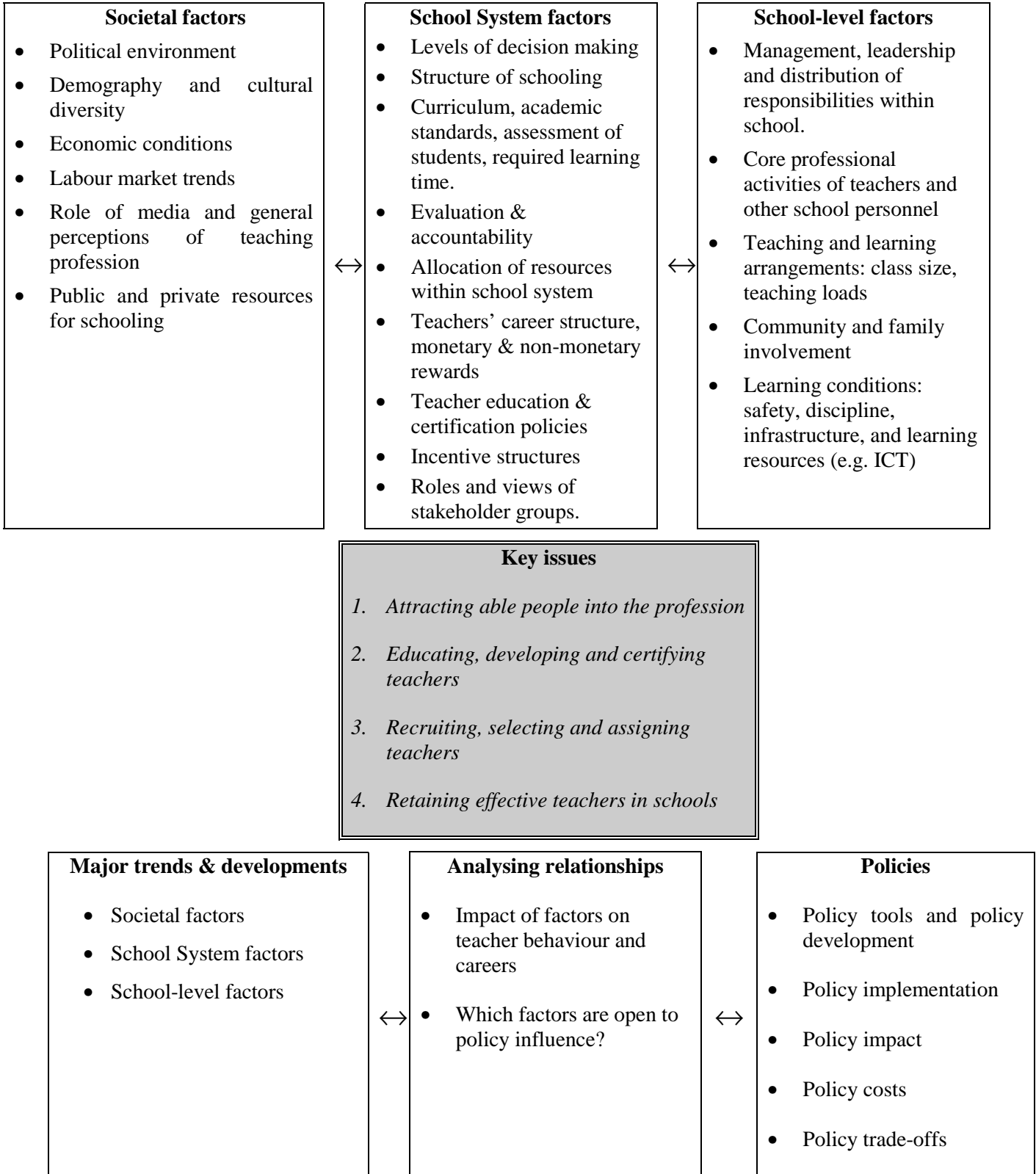
ANALYTICAL FRAMEWORK

15. A key challenge for policy makers is to understand the range of factors – societal, school system level, and school-level – that affect the availability of effective teachers for all classrooms. Without an adequate understanding of the range of factors involved, and the ways that they influence teacher behaviour and careers, there is a risk of developing ineffective policy responses. This will assist Member countries in their development of human resource management policies for schools. For example, policies that focus on attracting graduates to enter teaching (such as “signing bonuses”), but which do not address the issues that lead to high teacher turnover in schools, will prove costly and do little to improve student learning. Similar adverse outcomes could be anticipated from policies that seek to retain a high proportion of teachers (for example through substantial annual salary increases) but which neglect strategies to ensure that teachers are accountable and encouraged to develop professionally. In this regard, the roles and responsibilities of teachers, and the context within which teachers work, are likely to be particularly important.

16. The Activity will need to be sensitive to national differences in these respects. Depending upon how the school system is organised and responsibilities are distributed, policy responses to teacher issues will involve different sets of stakeholders in participating countries. It is important that the Activity involve the full range of relevant stakeholders and not just those based at the central administrative level.

17. Figure 1 outlines the analytical framework for the Activity. The over-arching objective is to ensure that all classrooms have teachers who are able to effectively meet the needs of students and respond to emerging demands on schools. The three boxes in the top row (Societal factors, School System factors, and School-level factors) represent the range of factors that shape teacher policy in terms of the needs for new policy initiatives, the factors that constrain policy opportunities, and the factors that influence policy implementation, impact and cost. Part of the challenge of the Activity will lie in understanding the interactions between factors at these three levels, their impact on teacher behaviour and careers, and the points at which policy interventions are likely to be most effective.

Figure 1: Analytical Framework for the Activity



18. The second row represents the central focus of the Activity, the different policy areas that affect the availability of effective teachers in all classrooms: policies intended to attract more able people into the teaching profession; to improve teacher education, professional development and certification; to improve teacher recruitment, selection and assignment; and to retain effective teachers in schools. The ordering of the key policy issues in this way broadly corresponds to stages in the career paths of potential teachers and teachers in schools. Nevertheless, these policy issues should not be regarded as distinct from each other. For example, many of the factors that shape the attractiveness of teaching to potential new entrants (salaries, career opportunities and so on) are also likely to be significant in retaining effective teachers in schools. Listing them separately recognises, though, that other factors are likely to come into play once people have been teaching in school for some time (e.g. school leadership, working conditions and so on) about which potential teachers would have little direct knowledge.

19. The boxes in the third row of Figure 1 represent the main analytical components of the work:

- Documenting the main trends and developments affecting the teaching profession, and the ways in which different factors – demographic, economic, social, system-level, school-level – influence the attractiveness and effectiveness of teaching;
- Identifying the impact of the various factors on teacher behaviour and careers, and which of the factors are potentially open to policy influence;
- Analysing policies designed to attract, recruit, develop and retain effective teachers in terms of the process of policy formation, policy implementation, evidence on policy impact, the relative costs of different policy options, and the potential trade-offs among policy alternatives. There are two aspects to the issue of policy trade-offs. One is that, with fixed budgets, it can be difficult to both attract more people to enter into teaching by lifting starting salaries while at the same time improve retention by lifting the salaries of those already in the job. The Activity will attempt to assemble evidence on the relative impact and costs of such approaches. The second aspect of policy trade-offs may be more difficult to accomplish. This requires recognition that there may be more cost-effective means of achieving the ultimate purposes of schools – improving student learning – than some of the policies designed to attract and retain effective teachers (e.g. by improved ICT provision). Such possibilities will need to be canvassed among the overall conclusions from the Activity.

KEY FACTORS

20. This section outlines the potentially wide range of factors that influence the attractiveness of the teaching profession, the recruitment of people into teaching and into schools, teacher development, and the retention of teachers. An understanding of the range of potential influences is important for developing comprehensive and effective teacher policies. The Activity will explore the relative impacts of the various factors in participating countries.

Societal Factors

Political environment

21. In most countries schools are largely or wholly a government responsibility. Even where governments do not directly operate or administer schools substantial public funds are generally provided for schooling. As such, the political environment and the factors shaping government priorities are potentially important influences on the perceived necessity for school reform, the resources available for reform, and the direction of the reforms. As a major field of public policy in most countries, schooling is often affected by political views about public sector reform, for example in regard to decentralisation of responsibilities, privatisation and accountability. Policy makers are often constrained by the duration of the political cycle as the depth of any reform in education is influenced by the sequence of the electoral process. Important in this will be the identification of the sense of vision and objectives driving policies on schools and teachers.

Demography and cultural diversity

22. Changes in the level and composition of the population can have substantial influences on teacher demand and supply, and the competencies that teachers require. Variations on the size of the school-age population affect the demand for teachers in a very significant way. When populations become more diverse, as is increasingly common in OECD countries, teachers are expected to effectively deal with different languages and religions, to be sensitive to culture and gender issues and to promote tolerance and social cohesion through their practices. The importance of this issue depends to a large extent on changes in demography and variations in the cultural diversity of populations. This inevitably influences the direction of teacher education and development. In addition, the extent to which teachers are able to adapt to cultural and ethnic diversity is likely to influence the attractiveness of the profession.

Economic conditions and labour market trends

23. Schools need to compete with other sectors of the economy for well-qualified staff. How the teaching profession fares in comparison to other professions and other civil servants is also dependent on the economic cycle. At times of recession, more people may be inclined to take a teaching job than during times of economic booms. How the economic cycle impacts on the supply of teachers is an important issue to be addressed. Labour market trends result from the influence of factors such as technological progress, demographic changes, or even societal views on the role of individuals (e.g. participation of women in labour force).

24. Technological progress has great implications for the type of knowledge and skills that individuals are expected to have once they enter the labour force. Teachers are expected to develop new knowledge and competencies to be sensitive to the new demands of a knowledge-based society. For instance, teachers need to be equipped to make the most effective use of ICT in their teaching activities. This has important implications for the education and development of teachers. Another marked trend is the higher labour participation rate of women and the more diversified set of activities to which they have access. Well-qualified women now find improved job opportunities in fields outside of education, whereas once teaching may have been their major occupational choice.

Role of media and general perceptions of teaching profession

25. The electronic and print media play a role in shaping societal views of teachers and teaching, and in influencing teachers' views of themselves. The media can have both negative and positive effects on the status of teaching and thereby influence its attractiveness to prospective and current teachers. It is important to understand this role and the ways in which initiatives taken with the media can have a positive impact. Many studies emphasise that efforts should be undertaken to enhance the public image of the teaching career.

Public and private resources for schooling

26. How much of a priority is education on current government's agenda critically conditions the flexibility available to develop education reforms. Similarly, the share of resources from the education budget devoted to the school system defines the extent of reforms affecting the functioning of schools. The extent to which private resources are supplied to schooling, for example through tuition fees, can affect the dynamics of the teacher labour market and the capacity of public policy makers to initiate reforms.

School System Level Factors

Levels of decision making across the system

27. The distribution of decision-making across the school system involving central, regional, and local governments, individual schools, and individuals within schools is a key issue. The levels at which decisions are taken, the involvement of teachers directly or indirectly in decision making, and the opportunities and constraints that are faced, are likely to influence a wide range of aspects of teacher behaviour and career patterns.

28. Policy makers are increasingly advocating the necessity of decentralising decision making. Suggestions include that schools be given more authority in the management of issues such as development of own hiring/recruitment policies, definition of salary levels, reward structure, systems of evaluation, or investment in continuing education. Such reforms also require appropriate support to be provided to schools and teachers so that new and expanded responsibilities are effectively exercised.

Structure of schooling

29. How the school system is structured influences to a considerable extent how teacher policies should be designed. The structure of schooling includes the distinction between primary and secondary education, the different stages of secondary education, the importance of vocational education, or the presence and support to private schools. One of the main purposes of the Activity will be to identify the extent to the various sectors and levels of schooling are experiencing similar pressures in regard to attracting, developing and retaining effective teachers.

Curriculum, academic standards, assessment of students, required learning time

30. The setting of curriculum objectives and identification of standards for student performance influence teachers' work in a number of ways. The definition of the curriculum to be taught in schools has a direct impact on the relative demand for teachers in specific subject fields. The extent to which teachers

are involved in curriculum decision making and standards setting will influence the range of planning and design skills that they need, and may also shape their engagement and job satisfaction. Curriculum requirements and performance standards are also likely to be important influences on the quality of teacher-student interactions. In turn, the amount of student learning time specified for different curriculum purposes is among the determinants of the demand for teachers.

Evaluation and accountability policies

31. Policy makers generally agree that giving schools and teachers more autonomy and control over their work should go along with the introduction of performance-based accountability systems. This would necessarily imply evaluating schools as a whole and teachers individually and hold them accountable if their performance goes below certain pre-specified standards. The problem is generally to define how that evaluation should be carried out. The development of evaluation policies is likely to impact not only on the attraction into and retention in the profession but also on teachers' effectiveness in the workplace. In some countries teachers have little direct role in defining professional standards for their occupation or in evaluating their peers. In other countries teachers have started to play a substantial role in these regards and it will be interesting to monitor the impact of such reforms.

Allocation of resources within the school system

32. The issue of the allocation of school resources within the school system can have a great impact on the teaching profession and is illustrative of the typical trade-offs policy makers face when deciding what share of those resources should be devoted to teacher-related policies. In fact, increased in teacher salaries, given a fixed budget for the school system and a number of teachers in the system, necessarily imply decreases in resources devoted to infrastructure, learning resources, or support staff, for example. Similarly, for a fixed share of resources assigned to teacher-related matters, a few trade-offs will also have to be faced. For instance, increases in salaries given a fixed budget will necessarily imply a decrease in the number of teachers in the system and that necessarily leads to an increase in the average size of classes.

Teachers' career structure, monetary and non-monetary rewards

33. Many advocate substantial salary increases as a means of attracting and retaining talented teachers in the school system and of encouraging harder work by current teachers. Salary policies are also often cited as important for offsetting changes in demands in competing occupations and for dealing with unattractive working conditions in particular sets of schools. Another important aspect of teacher careers is the way salary schemes are shaped. Most teachers in most countries work in schools that employ uniform salary scales. Under such salary structures, a teacher's salary is determined largely by educational credentials and years of teaching experience. Some argue that improving the quality of education offered by public schools implies changing the career structure by introducing elements leading to a higher degree of differentiation in the profession. In this context, the structure of careers could include relating pay levels to teacher shortages in certain locations or subject fields, performance-based accountability, and multiple career paths.

34. Non-pecuniary benefits typically include vacation benefit, medical insurance, pension contribution, life insurance, tuition for children, transportation expenses, meals, housing, or child care. Where possible the Activity will document the extent and composition of such benefits and any evidence on their influence on teacher behaviour and careers.

35. Another issue to investigate concerns designing incentives specifically either to attract individuals to teaching (e.g., signing bonuses, additional pay in areas of subject shortage, scholarships or forgivable loans to undertake teacher training) or to retain teachers in the profession (e.g. removal of pension disincentive for teachers reaching retirement age). Also, some policy makers advocate tying professional development activities to progress in the teaching career.

Teacher education and certification policies

36. Educational authorities can use teacher education and teacher certification policies directly as policy tools for shaping, to a certain extent, the quality of the teaching workforce. The structure of teacher education and the requirements to obtain a teaching licence have an important impact on both the decisions about whether or not to undertake teacher initial education and whether or not to become a teacher. In addition, by determining what individuals learn in teacher education programmes and by defining the requirements needed to obtain a teaching licence, teacher education and certification policies impact directly on the overall distribution of skills of the teaching workforce.

Incentive structures

36. If school systems are to move forward attracting and retaining higher-quality teachers, they might have to build in stronger performance incentives for school personnel. This can be part of a wider range of policies introducing elements of competition in educational markets. Besides the introduction of productivity-based incentives, such elements could include increased autonomy of schools, wider school choice for parents and students, pay differentiation to account for shortages, and schools directly competing for teachers.

37. The introduction of more market-oriented mechanisms potentially impacts on the selection and recruitment of teachers, the type of individuals attracted to the teaching profession, and their incentives for on-going development. For instance, assuming that schools could directly hire teachers and set their salaries, a potential effect of wider school choice by parents might be a greater demand for certain teacher characteristics such as higher qualifications or certain personal qualities. Less able or motivated teachers might find themselves earning smaller salary increases than their peers and might then be more likely to leave the teaching profession. However, market mechanisms might raise equity issues as less privileged neighbourhoods might have fewer resources to compete for high quality teachers.

38. An example of the development of a more market-oriented approach as a response to teacher shortages is the international competition for teachers. This phenomenon is particularly developed among English-speaking countries such as Australia, New Zealand, United Kingdom, United States, and Canada. It would be interesting to assess the consequences of this development for the teaching profession in both the home and host countries.

Roles and views of stakeholder groups

39. Teaching is generally more unionised than most other professions. Unions play important roles in articulating teachers' views, advancing teachers' interests, and developing teachers' responsibilities. Such roles can include: influencing entry into the profession (e.g. through shaping minimum qualification levels and the content of teacher education programmes); negotiating industrial conditions (e.g. wages, working hours and class sizes); and encouraging teacher development (e.g. through helping establish career paths and direct provision of professional materials and support). Given the actual and potential influence of teacher unions on most aspects of the teaching profession, it is important to better understand their views

and the roles that they play. Similarly, it would be important to assess the role of other teachers' associations such as the professional organisations concerned with areas like mathematics education. Educational policy and practice is also subject to influence by parents' groups and stakeholders in the wider community such as employers. Stakeholders may differ in both their levels of influence at particular times and also in their views of desirable directions for teacher policy.

School-Level Factors

Management – School leadership and distribution of responsibilities within school

41. A skilled and well-supported leadership team in schools can help foster a sense of ownership and purpose in the way that teachers approach their jobs. An increasingly important aspect of working conditions, related to the opportunities for decision-making, is the degree to which teachers are given responsibility for and authority over their work. Many policy makers advocate that teachers should have professional autonomy and responsibility similar to that typically accorded to members of other professions. This would imply placing teachers in key decision-making roles covering major aspects of school operations. It is argued that conferring professional autonomy to teachers will enhance the attractiveness of the profession as a career choice and will improve the quality of the classroom teaching practice. As noted earlier, however, unless the additional responsibilities and autonomy are matched by increased resources and support, teachers may well feel that their overall work demands have increased.

Core professional activities of teachers and other school personnel

42. Teachers in many schools undertake tasks that they do not believe are necessary to support learning. A solution which would allow teachers to focus on their core professional activities would be the introduction of support staff leading to the redesign of a number of processes in schools and to a greater job differentiation within schools. In this way, policy makers are increasingly considering new and more flexible approaches to staffing, including administrative and business management support for principals, administrative support for teachers, more in-class support for teachers, and the introduction of more specialists such as ICT specialists, educational psychologists, schools welfare officers and social workers. In this context, it would be important to examine the role, functions and core responsibilities of teachers and other staff in schools since these aspects are likely to have a major impact not only on the attractiveness of the profession, but also on teacher education and professional development needs.

Teaching and learning arrangements: class size, teaching loads

43. The resources provided to schools from public and private sources determine the range of possibilities at school level. Teaching and learning arrangements consist of aspects related to the organisation of the teaching and learning such as the size of classes, teaching workloads, or the average number of classes per teacher. Such arrangements have an impact at several levels: i) teachers' satisfaction at the workplace; ii) effectiveness of the teaching and learning; and iii) the number of teachers needed in schools.

44. Teaching and learning arrangements are powerful policy tools used by the educational authorities to adjust the demand for teachers. They provide an interesting example of the potential trade-offs policy-makers face when formulating teacher policy. For instance, increasing the average size of classes decreases the demand for teachers that, for a given budget for teachers' salaries, would allow raises in individual salaries – a policy that may lead to an improvement of the quality of the teaching workforce. However, for

such a policy initiative to be considered, the impact of the increase of class size on the learning of students needs to be accounted for. Countries and school systems differ in the extent to which schools have autonomy on patterns of resource use.

Community and family involvement

45. An increasingly debated theme in educational reform is building partnerships – partnerships between schools, families, communities, and businesses. Examples of partnerships are mentoring programmes, work-study programmes, prevention of risk behaviours, school-business initiatives aimed at improving the vocational exposure and job readiness of young people, involvement of private school management corporations, or adult and family literacy programmes. Such partnerships are likely to require strong involvement of teachers and to affect their role in schools, ultimately affecting the attractiveness of the profession and the development of teachers. They may also influence the types of competencies that teachers require.

Learning conditions: school safety, student discipline, infrastructure and resources

46. Among the factors affecting teachers' working conditions and job satisfaction, the safety experienced by students and teachers, and student discipline are many times cited as being highly relevant. Similarly, the quality of schools' facilities and infrastructure also influence teachers' well being at school. In the same way, the availability of learning resources such as ICT equipment and the way such resources affect the organisation of work in schools and the types of skills and knowledge that teachers require.

KEY ISSUES AND QUESTIONS

Issue 1 – Attracting Able People into the Profession

What Policies and Conditions can attract Well-qualified People into the Profession?

47. The increasing difficulty many school systems face in attracting able people into the teaching profession is likely to be associated with the decline of the overall attractiveness of the teaching career relative to other careers. For example, there is evidence that teachers' salaries have declined relative to those of other occupations. It is also likely that other factors such as working conditions deteriorated in the recent past and, most importantly, it is widely accepted that the social status of the profession has substantially decreased.

48. If systems are to achieve a quality teaching workforce they will certainly have to design an incentive structure to attract able candidates and effective former teachers to the pool of those who want to teach. A first step in designing such incentive structure is the identification of the main factors influencing people to enter the teaching profession. Understanding what determines the decisions of potential and former teachers is essential for the efficiency of policies targeted at attracting able people into the profession.

49. The analysis will take into consideration two important aspects. First, the responsiveness to incentives depends on the characteristics of individuals. For instance, individuals undergoing teacher initial education in subject areas that provide more opportunities outside education are more likely not to enter the profession once they complete their initial education. Similarly, women and men may respond differently to the same incentives, as may people at different ages. Secondly, the responsiveness to incentives depends on the type of decision being made by the potential teacher – whether to undertake teacher initial education, whether to become a teacher, or whether to return to teaching after a career interruption. These aspects have great implications for the formulation of policies.

50. The identification of the factors influencing the decision to enter the teaching profession will then shed light on what policy tools might be more appropriate for formulating policies specifically targeted at attracting able people into the profession. A discussion on the costs, impact and trade-offs implied by several policy options will be provided.

51. The analysis will be organised around the following questions:

- What trends and developments are raising concerns about attracting able people into the profession?
- What factors influence the decision to enter the teaching profession?
- Which of these factors are potentially open to policy influence?
- What seem to be effective policies for attracting able people into the profession? What are the costs, impact, and trade-offs implied by such policies?

Issue 2 – Educating, Developing and Certifying Teachers

What are Effective Teacher Education and Teacher Certification Policies?

52. The structure of teacher education, the requirements to obtain a teaching licence and the opportunities for professional development have an important impact on the overall distribution of skills of the teaching workforce. Aspiring teachers need incentives to undertake high-quality training and it would be desirable to introduce licensing requirements that discourage those who lack the skills necessary to teach effectively.

53. Teachers will be expected to develop new knowledge and skills to effectively deal with different languages and religions, to be sensitive to culture and gender issues, to promote tolerance and social cohesion through their practices, to have the required knowledge and skills to promote learning for all and effectively respond to disadvantaged students. In addition, given the significance of ICT, student teachers need to be equipped to make the most effective use of ICT in their teaching activities. In this way, the structure, contents, and duration of teacher initial education are of great importance in defining the quality of teaching in schools.

54. Another element defining the distribution of skills of the teaching workforce is the set of requirements to obtain a teaching licence. It might include aspects other than a degree in teacher education such as basic skills and subject matter competency testing.

55. New conceptions of the teaching career that include both traditional long-term but also short-term stays into teaching of different pools of individuals bring new challenges for teacher education and hence certification policies as well. Whether extensive and rigorous pre-service requirements are demanded or whether many alternative pathways are opened into teaching or a combination of both is needed is worth examining.

56. The need for providing in-service education and training for teachers has become much more strongly affirmed in the context of a lifelong learning education policy. Governments have become increasingly aware that the continual renewal of the teaching profession is seen as important in realising its potential and achieving desired educational reforms.

57. In turn, induction programmes to support new teachers are more and more recognised as essential interventions to support teachers' development and retention. In light of new interests to attract other professionals into teaching, even teachers from other countries, the design of new approaches to professional development is essential.

58. The analysis will be organised around the following questions:

- What trends and developments are raising concerns about the effectiveness of teacher education, teacher certification and professional development?
- What policy tools are available to improve initial teacher education, teacher certification, teacher induction and professional development?
- What seem to be promising policies for making teacher education, teacher certification and teacher development more effective? What are the costs, impact, and trade-offs implied by such policies?

Issue 3 – Recruiting, Selecting and Assigning Teachers

What are Effective Ways of Organising the Recruitment, Selection and Assignment of Teachers?

59. A crucial aspect that conditions the quality of the teaching workforce is the way school systems select and recruit teachers. Recruitment and selection practices are essential mechanisms through which incentives are potentially tied to the quality of the teaching workforce. For instance, if hiring practices are inefficient in linking teacher compensation to teacher quality – by not leading to the selection of the best candidates from a given pool of applicants – increases in salaries will not lead to improvements in the quality of the teaching workforce.

60. Once hiring decisions are made the criteria for assigning teachers to schools is critical to ensure that all students are provided with quality teachers. In particular, assignment practices would ideally ensure that less privileged school areas are staffed with quality teachers.

61. A particularly important aspect is the level at which recruitment, selection, and assignment decisions are made. For instance, it would be interesting to analyse the implications of having schools directly competing for teachers. Whether a school is or not the direct employer of teachers might have great implications for the effectiveness of recruitment, selection and assignment processes. In most countries, the recruitment of teachers is highly centralised either at the country level, regional level, or local level. It would be interesting to compare the costs, impact, and trade-offs implied by the different options.

62. The analysis will be organised around the following questions:

- What trends and developments are raising concerns about the effectiveness of teacher recruitment, selection and assignment processes?
- What policy tools are available for improving teacher recruitment, selection and assignment?

- What seem to be promising policies for making teacher recruitment, teacher selection and teacher assignment more effective? What are the costs, impact, and trade-offs implied by such policies?

Issue 4 – Retaining Effective Teachers in Schools

What Policies and Conditions Promote Retention of Effective Teachers in Schools?

63. There are strong indications, in some countries, that the development of recruitment-oriented policies needs to be complemented with policies for teacher retention. School-staffing problems are often due to low retention rates as large numbers of teachers leave their jobs for reasons other than retirement. In this way, if systems are to achieve a quality teaching workforce, not only they will need to attract able people to the teaching profession but they will also need to design an incentive structure to retain the effective teachers currently in the system. In order for such incentive scheme to be designed, we need first to identify the main factors influencing the decision of whether or not to stay in teaching.

64. It is likely that the factors influencing the decision on whether or not to join the teaching workforce will be similar to those affecting the decisions about whether or not to stay in the profession. However, the different factors are likely to influence individuals in different ways depending on the type of decision. It is possible to anticipate that factors such as working conditions (e.g. class sizes, workload, school safety, student discipline, support staff), organisation of teachers' work in schools, opportunities for professional development, or systems for evaluating teachers will more strongly influence the behaviour of teachers already in the profession, than they would prospective teachers.

65. The analysis will take into consideration the fact that responsiveness to incentives depends on the characteristics of individuals. For instance, teachers working in subject areas that provide more opportunities outside education are more likely to leave the profession. In the same way, women and men may respond differently to incentives, namely they may well leave the profession for a different range of reasons. Also the teacher's probability of exiting the profession is higher in the first few years of the career. Furthermore, career paths of secondary school teachers might differ from those of their primary school counterparts.

66. In addition, given the ageing of teaching workforces and the seriousness of teacher shortages in some countries, policies aimed at retaining teachers in the profession beyond the typical retirement age might need to be seriously considered.

67. Once the main policy tools for formulating policies specifically targeted at retaining teachers in the profession are identified, a discussion on costs, impact and trade-offs implied by different policy options will follow.

68. The analysis will be organised around the following questions:

- What trends and developments are raising concerns about retaining effective teachers in schools?
- What factors influence the decision to leave the teaching profession?
- Which of these factors are potentially open to policy influence?
- What seem to be effective policies for retaining effective teachers in schools? What are the costs, impact, and trade-offs implied by such policies?

69. Table 1 summarises the main issues to be addressed by the Activity and the key elements around which the analytical work and thematic country reviews will be organised. Columns 1-2 are concerned with understanding the main developments affecting the teaching profession, and the ways in which different factors – societal-level, school system-level and school-level – influence the attractiveness and effectiveness of teaching. Columns 3-4 focus on identifying which of those factors are open to policy

influence, evidence on policy impact, and the strategies needed for successful implementation. It is likely that not all elements in the framework will be able to be successfully tackled due to limitations in data, research and policy evaluations. However, by setting the framework out in this way the gaps will be readily identified and priorities for future developmental work established.

Table 1: Key Issues and Analytical Elements

Key issues	Analytical elements			
	What are the main trends & developments?	What factors affect teacher behaviour and careers?	Which factors are open to policy influence?	What policies improve outcomes? How can they be implemented?
1. Attracting able people into the profession				
2. Educating, developing and certifying teachers				
3. Recruiting, selecting and assigning teachers				
4. Retaining effective teachers in schools				

METHODOLOGY

Cross-Country Collaboration

70. The Activity is based on volunteer countries working collaboratively with each other and with the Secretariat. It involves examining country-specific issues and policy responses in attracting and retaining effective teachers, and placing these experiences within a broader framework to generate insights and findings relevant to OECD countries as a whole.

71. The collaborative approach provides countries with an opportunity to learn more about themselves by examining their experiences against those of other countries. It also adds to the broader knowledge base by accumulating international evidence on the impact of policy reforms, and the circumstances under which they work.

72. Despite these potential advantages, comparative work can be problematic. The contexts within which schools and teacher policy making operate can vary markedly across countries depending upon their historical traditions, social structures and economic conditions. Policy initiatives to attract and retain effective teachers that work well in one national context are not necessarily transferable across national borders. The Activity will need to be sensitive to the role played by other contextual factors in influencing the particular policies that are attempted in countries, and the factors that shape their implementation and impact. The questions to guide the Activity will need to be framed so that teacher policies can be understood in relation to the values, vision and organisation of schools in different countries as well as the broader economic, social and political contexts.

Two Complementary Strands

73. As noted earlier, the Activity will comprise two complementary strands: an analytical review; and a thematic country review. The analytical strand will use a variety of inputs to analyse the context of teacher policy in OECD Member countries, the factors that shape attracting, recruiting, retaining and developing effective teachers, and the range of policy responses available. All countries that express an interest in the Activity would be involved in the analytical strand. Additionally, countries may choose to complement the analytical strand by participating in a cross-country thematic review. The review will be designed to provide in-depth analysis of context, key factors and policy responses in participating countries. Table 2 outlines the emphases in the two strands and their relationship to each other.

National Co-ordinator

74. Each participating country will appoint a National Co-ordinator. The Co-ordinator is responsible for:

- Communications with the OECD Secretariat about the Activity;
- Communications within the country about the Activity;
- Ensuring that the Country Background Report is completed on schedule;
- Liaising with the OECD Secretariat about the organisation of the review team visit for those countries participating in the thematic strand;
- Attending international meetings and workshops associated with the Activity;
- Co-ordinating country feedback on draft materials produced through the Activity; and
- Assisting with dissemination activities associated with the Activity.

75. The National Co-ordinator would normally be appointed from within the national Ministry of Education, and would preferably be an official with close involvement in the area of teacher policy. It is estimated that the National Co-ordinator's role would involve a minimum of 20 working days per year, with perhaps an additional 5-10 days involved with organising the external review team's visit in those countries taking part in the thematic strand.

National Advisory Committee

76. It is suggested that countries consider establishing a National Advisory Committee (NAC) to support the work of the National Co-ordinator, oversee the preparation of the Country Background Report, and to assist in the Activity more generally. The Committee could include key stakeholder groups concerned with teacher policy, as well as officials experienced in collaborating with the OECD.

77. Where a country decides not to establish a NAC it will be important that processes be in place for ensuring that the Country Background Report adequately reflects the views and perspectives of the different stakeholder groups concerned with teacher policy, and is comprehensive in covering the issues that affect the availability of effective teachers in all schools.

Country Background Report

78. All countries involved in the Activity will prepare a Country Background Report. The reports will be prepared within a common framework to facilitate comparative analysis and to maximise the opportunities for countries to learn from each other's experiences. The report will be approximately 60 pages in length plus attachments. The Guidelines for producing the report are provided in Annex 1.

79. The Country Background Reports are likely to take around 6-9 months to produce. For those countries participating in the thematic country review strand the report will need to be completed at least one month before the reviewers' visit. There will be opportunities for countries to provide additional material during and immediately after the reviewers' visit.

80. Countries often find it advantageous to commission research organisations or university academics to prepare such reports. Close contact will be maintained between the Secretariat and the report's authors during the drafting process to ensure that the report is consistent with the guidelines and produced on schedule.

Table 2: Features of the Thematic Country Review and the Analytical Review Strands

Feature	Thematic Country Review	Analytical Review
Reference point	Individual volunteer countries	All participating countries
Purpose	Provide policy recommendations to countries undertaking reviews Provide material for the Analytical Review	Improve international understanding and share experiences
Inputs	Country Background Reports (prepared or commissioned by national authorities) Country Notes (prepared by an external review team) Workshops and seminars	<i>From the Thematic Reviews countries:</i> -- Country Background Reports -- Country Notes <i>From the other countries:</i> -- Country Background Reports <i>Additional inputs:</i> Workshops and seminars Commissioned papers Data analysis

Resources	<p>Countries would meet the costs of preparing their Country Background Report.</p> <p>Countries would meet the costs of setting up national advisory bodies and participating in international workshops and meetings</p> <p>Countries would contribute to the costs of setting up a project post to support the Activity and hosting the external review visit leading to the Country Note.</p> <p>The OECD budget would cover the costs of overall administration, Secretariat liaison with the countries, commissioned papers, data analyses, Secretariat participation in country visits, preparation of the overall final report, and dissemination.</p>	<p>Countries would meet the costs of preparing their Country Background Reports</p> <p>Countries would meet the costs of setting up national advisory bodies and participating in international workshops and meetings</p> <p>Countries would contribute to the costs of setting up a project post to support the Activity.</p> <p>The OECD budget would cover the costs of overall administration, Secretariat liaison with the countries, commissioned papers, data analyses, preparation of the overall final report, and dissemination.</p>
Time frame	<p>Each individual country review would take place over about a 12 month period, comprising preparing the Country Background Report (6-9 months), and the visit by the review team and preparation of the Country Note (3-6 months)</p>	<p>Preparation of each Country Background Report would take around 6-9 months. The full set of other work would occur over a two-year period.</p>

Workshops and Dissemination

81. In order to facilitate sharing among participating countries of lessons and experiences, it is proposed that during the process of completing this Activity 2-3 country-hosted workshops be organised. At each workshop, a set of issues from the Country Background Reports will be selected for thorough cross-country examination. Participants will be invited to present an analysis of the issues in their own country context and the impact on policy initiatives. It would be desirable to have a small delegation of stakeholders, including teachers, represent each country. These workshops will also give an opportunity for participating countries to share perspectives and understandings gained during the completion of the corresponding sections of the Country Background Reports, and present new insights and suggestions. In addition to the country presentations, international experts and key stakeholders will be invited to contribute to the debate.

Reviewers' Country Visit

82. A team of up to five reviewers (including at least one Secretariat member) will analyse the Country Background Report and associated materials and subsequently undertake an intensive case study visit of around 10 days in length. The reviewers will be selected in consultation with the country authorities to ensure that they have experience relevant to the main policy issues in the country concerned.

83. The study visit, to be organised by the country authorities in conjunction with the Secretariat, should aim to provide the review team with a variety of perspectives on teacher policy. Where possible the visit should include meetings with senior policy makers, parents, school principals, teacher unions, teacher

educators, researchers, and visits to schools. The aim cannot be to have a comprehensive view of all issues relating to teacher policy, but to accumulate sufficient information and understanding on which to base the analysis and policy recommendations.

84. After the visit is concluded, the review team will prepare a short Country Note (about 30-40 pages) that provides, from an international perspective, reflections on specific issues and policies concerning teacher policy in the country concerned.

Commissioned Papers

85. The Activity will be enriched through specially commissioned papers to take up issues that may not be otherwise addressed in the thematic country review or analytical strands. Around four commissioned papers should be feasible. Some papers may be commissioned jointly with other work on teachers within OECD or by other international organisations. Possible topics for commissioned papers include the following:

- The relationship between economic cycles and teacher supply and demand;
- Insights for teacher policy from other sectors (e.g. reforms in human resource management in the health sector);
- Future scenarios: Attracting, retaining and developing teachers under different models/visions of the future;
- Status of teachers, perceptions and changing roles;
- The recruitment and retention of mathematics and science teachers;
- Attracting and retaining effective teachers in disadvantaged schools and regions;
- The international mobility of teachers;
- Analysing teacher factors in student learning outcomes: insights from PISA; and
- The labour market for vocational education teachers.

Data Analyses

86. The Secretariat will collect and analyse data to improve international understanding of the main trends in teacher demand and supply, the factors shaping attracting and retaining effective teachers, and the relationship between teacher factors and student performance. Some of these data will be collected from the countries taking part in the Activity. An outline of the data to be collected is provided in Annex 2. Other analyses will be based on data already held by OECD, such as the INES data collected for *Education at a Glance*, and the data on 15 year-olds achievement collected through the PISA study in 2000. One purpose of the Activity is to identify data gaps and thereby help focus future developmental work. There will be close collaboration with the INES project in this regard. Countries may find it beneficial to nominate a Data Co-ordinator to liaise with the Secretariat on this aspect of the Activity.

TIMELINE

87. Several major events have occurred thus far: the Education Committee discussion in November 2001; the meeting of experts and policy makers in January 2002; the meeting of Country Representatives in March 2002; and discussions by the Education Committee in March 2002. The following timeline is proposed to guide the Activity. Discussions will be held with individual countries about their particular needs in regard to timing.

April 2002

Countries confirm their interest in participating in the analytical strand and in the thematic country review strand.

Work commences on the Country Background Reports.

Expert consultants' reports commissioned.

June 2002

Country hosted workshop 1 to assess progress in completing the Country Background Reports and discuss further steps.

July-December 2002

Country visits will begin for countries participating in the thematic review strand. A review team will visit each participating country for around 10 days. The schedule of the visits will be determined in consultation with the participating countries.

October 2002

Progress report presented to the Education Committee

2003

January-June 2003

Country hosted workshop 2 (January) to focus discussion on a set of key substantive issues (e.g. attracting and developing teachers), discuss selected papers commissioned on those issues, policy implications and lessons learned from country experiences. Country visits continued.

March 2003

Progress report and proposed outline for the final report presented to the Education Committee.

Country visits will continue during 2003. Review teams will prepare Country Notes based on their site visits.

Country hosted workshop 3 (June): Key issues for discussion (e.g. recruiting and retaining teachers), lessons learned and policy implications

October 2003

Draft synthesising report presented to the Education Committee.

Dissemination activities planned.

March 2004

Final synthesising report presented to the Education Committee.

Dissemination activities launched.

THE NEXT STEPS

88. The following steps will be taken over the next few months to implement the Activity:
- Countries confirm, by 5 April, their intention to participate in both the Thematic Country Review and Analytical Review strands of the work, or in just the Analytical Review Strand
 - Participating countries appoint a National Co-ordinator
 - Participating countries establish a National Advisory Committee if desired
 - Participating countries commence preparation of the Country Background Reports
 - The Secretariat confirm timelines and costs for those countries taking part in the Thematic Country Review strand
 - The Secretariat commissions relevant background papers
 - The Secretariat identifies potential external reviewers for consultation with countries taking part in the Thematic Country Review strand
 - The first country-hosted workshop is convened.

REFERENCES

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- OECD, 1994, *Quality in Teaching*, CERI, Paris.
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- OECD, 2000, *Learning to Bridge the Digital Divide*, CERI, Paris.
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ANNEX 1: GUIDELINES FOR THE COUNTRY BACKGROUND REPORTS

Purposes of the Country Background Report

89. The Activity is using a comparative framework to: (i) improve international understanding of the factors that affect the attraction, recruitment, retention and development of effective teachers; and (ii) identify cost-effective policy options and the conditions under which they are successfully implemented. The Country Background Report (CBR) is a vital part of the Activity. The CBRs will provide in-depth analysis of context, key factors and policy responses in individual countries.

90. The CBR is intended for four main audiences:

- The Secretariat and other countries participating in the Activity as an aid to sharing experiences and providing material for the final synthesising report;
- The team of external reviewers who will visit the country (for those countries taking part in the thematic country review strand of the Activity) -- the CBR will assist to identify issues that should be explored, the policies that should be examined, and the consultations that should be held;
- Those interested in teacher policy issues within the country concerned – the CBR can be an important means of focusing national attention on key issues that need to be addressed, and drawing attention to policy initiatives; and
- Those interested in teacher policy issues at international level and in other countries – all CBRs will be placed on the OECD website and their availability widely disseminated.

91. To serve these purposes and to reach these audiences each CBR will need to be a coherent, self-contained document and not just a series of responses to questions. To maximise the opportunities for countries learning from each other the CBRs will need to be prepared according to a common framework and written in an accessible style.

Length

92. The text of the CBR should be about 60 single-spaced pages in length. Additional material can be attached in the form of tables, charts, diagrams and extracts from other documents.

Language

93. The CBR should be made available in either English or French.

Format

94. The CBR should be provided in electronic form suitable for placement on the OECD website (format details will be provided separately).

Time Schedule

95. Each CBR is likely to take around 6-9 months to complete. For those countries participating in the thematic country review strand, the report should be finalised one month before the visit of the review team. Authors will be encouraged to prepare an outline of 5 pages at an early stage, and to forward drafts to the Secretariat during the writing process. It is also intended to hold country-hosted workshops to review progress with the CBRs and to discuss emerging issues. The Secretariat will develop a detailed timeline in conjunction with the country authorities.

Process of Report Preparation

96. Country authorities will determine the process for commissioning and supervising preparation of the CBR. In most OECD activities of this sort the national authority commissions a research organisation or university academic to prepare the report. The National Co-ordinator will be responsible for ensuring that the CBR is completed on schedule. A National Advisory Committee comprising key stakeholder groups can play an important role in ensuring that a variety of perspectives are reflected in the report. Where a country decides not to establish a NAC there will need to be other processes for ensuring that the CBR adequately reflects the views and perspectives of the different stakeholder groups concerned with teacher policy.

97. In addition to the CBR synthesising information from research, databases and official documents, it would be helpful if it also drew on interviews and/or focus group discussions with key individuals and groups concerned with teacher policy. Such discussions could include key government officials, teacher unions, other teacher professional organisations, employers' associations, professional regulatory bodies, teacher educators, researchers, school principals, teachers, former teachers, trainee teachers, and parents' organisations. The report will be enriched and enlivened through quotations from such individuals and groups, and indications of where and how perspectives differ.

98. Authors may wish to make cross-references to existing national or OECD reports. Where cross-references are made they should be accompanied by a brief summary of the information or discussion concerned. It may also be helpful to attach extracts and results from the related study as supporting material for the Report. Full bibliographic details should be provided.

99. Statistical and other data should be provided to support and illustrate the description of the school system and teaching force, and the discussions of trends, developments, causal relationships, and policy impact. Where data are provided they should be accompanied by brief notes to clarify the concepts and terms that are used, and the methodology used to collect the data. Where such data are not available this should be noted, as one of the purposes of the Activity is to identify priorities for future data collections and research.

100. As far as possible the provision of data and the discussion of developments and issues should be disaggregated by type of school and teacher (elementary, secondary, public and private, subject matter expertise and so on).

Additional Data Provision

101. In addition to statistical information included in the CBR to support the text, the Secretariat will also request participating countries to supply certain data on teachers in a standardised format. The data concerned will complement those already held by the OECD, and will be used by the Secretariat in the analytical strand of the Activity. Annex 2 outlines the type of data to be requested. Countries may find it useful to nominate a data co-ordinator to liaise with the Secretariat. The provision of these data will be organised with countries separately to the preparation of the CBR. However, countries will be free to use any of these data in the CBR as they judge appropriate.

Questions to Guide the Report

102. The questions listed below are intended to draw-out a problem-oriented and dynamic view of teacher policy issues from each country. The grouping of the questions is intended to provide a common structure for each CBR. The questions are not prescriptive. They are intended to draw out coherent analyses and discussions on the key policy issues.

103. Due to differing contexts and circumstances some questions may be seen to be more or less relevant, or be perceived in different ways, from country to country. Such nuances and differences in emphasis will be one of the main interests, but the Activity needs to be based on a common list of questions to which all participating countries respond. However, it is recognised that countries may wish to combine, rephrase or expand certain questions in the light of national circumstances. The key requirement is that the issues underlying the questions are addressed in each CBR.

Structure of the Country Background Report

104. The following structure is suggested.

Table of Contents

List of Tables and Figures

Executive Summary

1. National context (about 5 pages)

2. The school system and teaching workforce (about 15 pages)

3. Attracting able people into the teaching profession (about 10 pages)

4. Educating, developing and certifying teachers (about 10 pages)

5. Recruiting, selecting and assigning teachers (about 10 pages)

6. Retaining effective teachers (about 10 pages)

References

Annexes

Section 1: National context(about 5 pages)

The purpose of this section is to outline broad political, demographic, economic, social, and cultural developments that shape the challenges facing the school system and the teaching profession . It is intended to provide the context for the more detailed discussion in later sections. This section will also be important for assisting readers from outside your country and facilitating comparative analysis. Therefore, the material should be brief and clearly explained. Several questions raise issues about which there is not likely to be clear evidence or where views may differ among key stakeholders. In these cases the section should indicate the matters on which evidence is lacking and/or the range of views held by stakeholders.

- Describe the key political developments and priorities that affect schools and teachers. What are the main objectives and purposes the government is trying to achieve in schools?
- What are the broad population trends in terms of numbers, age structure and cultural diversity that have implications for schools and teachers?
- Present the main economic and labour market trends that have implications for schools and teachers.
- Summarise the main trends in terms of availability of public and private resources for schooling.
- What are the broad public perceptions about the role of schools, the quality of schooling, and the status of teachers?

Section 2: The school system and teaching workforce (about 15 pages)

The purpose of this section is to outline the main features of the school system and the teaching workforce as they relate to the policy focus of the Activity. This section will provide much of the detail that is to be cross-referenced in Sections 3-6.

- Outline the main structural features of the school system – the types and numbers of schools, their governance structure (the levels of government involved, and the extent of public or private provision), and the distribution of student numbers by level of school (primary and secondary), type of programme (e.g. general and vocational secondary education) and sector (public and private) drawing special attention to major recent or proposed changes.
- In the public school system what is the division of responsibilities between the various levels of government, individual schools, and teachers in terms of financing, curriculum development, employment of teachers, selection of teachers by schools, teacher evaluation, teacher promotion, teacher dismissal or redundancy, and school accountability? Have there been any recent major changes in these respects, or are major changes planned, and what are the reasons concerned?
- How does the private school sector differ in any of these regards?
- How many teachers are employed by school level, type and sector, and what have been the major trends in teacher numbers over the past 10 years?
- What are the major trends over the past 10 years in the types of personnel other than teachers working in schools?

- What indicators are used to identify shortages of teachers in schools? What types of teachers appear to be in greatest shortage, or for whom shortages are projected?
- What organisations are involved in the development of teacher policies? Are there effective frameworks to promote dialogue and common action among the main stakeholders? How many teacher unions exist and how are they structured? What is the level of unionisation of teachers by school type and sector? What were the key issues at stake during the latest round of teacher employer – teacher union negotiations? What were the outcomes of those negotiations?

General Guidelines for Sections 3-6

The next sections are intended to identify the main issues facing your country in regard to attracting able people into teaching (Section 3), educating, developing and certifying teachers (Section 4), recruiting, selecting and assigning teachers (Section 5), and retaining effective teachers in schools (Section 6), and the policy responses that are being implemented or considered. Information on recent trends and developments is sought to assist readers from outside your country and to facilitate comparative analysis. Each section should also summarise any available evidence on the main causal factors in the area concerned, and the impact of any policy initiatives. It would also be helpful to identify significant gaps in the knowledge base concerning these issues of teacher policy.

Several questions in each Section seek opinions or judgements about matters on which there is not likely to be clear evidence or where views may differ among key stakeholders. In these cases it is important that the report indicates the range of views or opinions held by stakeholders and the main issues which are contested.

The questions in each Section are intended as prompts to draw out the main issues for your country. The report should concentrate on the questions that are most relevant to your country or which address issues of high priority. The page lengths for the sub-sections are indicative only. It is suggested, however, that the total length of each Section does not exceed about 10 pages.

Section 3: Attracting able people into the teaching profession (about 10 pages)

3.1 Identification of the main policy concerns

- Are there major concerns about attracting people to enter the teaching profession? In what respects?

3.2 Data, trends and factors

- What are the main pathways by which people can become teachers or former teachers can return to teaching? Are there any major trends in terms of the proportions of people entering via different pathways? Have there been any major changes in these pathways in recent years, or are any planned? If so, what are the reasons concerned?
- How have the total number of enrolments and composition of those studying to enter teaching changed over the past 10 years in terms of (i) gender, (ii) age, (iii) ethnicity; (iv) socio-economic background; and (v) academic achievement level? What explains those trends? Is there any evidence on the main reasons why students decide to enrol in teacher education programmes?

- What proportion of those who qualify as teachers enter teaching? Is there any evidence on the reasons for not entering teaching? Are there any major trends in these regards? Is there any evidence on whether new entrants see teaching as a life-long career or as a short term one and the reasons for those views?
- How do the starting salaries, other financial and non-financial benefits, and working conditions of teachers compare with other government and non-government occupations with broadly similar qualification levels? How do the salaries, benefits and working conditions compare after 5 and 10 years of employment? What are the major trends in such relativities over the past 10 years? Is there any evidence on the impact of salaries, benefits and working conditions on decisions to enter teaching?
- Is there any evidence on the numbers and types of former teachers who return to teaching, the age at which they typically return, and the factors in their decision to return?

3.3 Policy initiatives and their impact

- What initiatives have been undertaken or are planned to improve the attractiveness of teaching to potential new entrants and/or former teachers? For those policies that have been implemented what is the evidence on their impact and cost? Where the impact has been either more or less marked than expected, what reasons are apparent?
- Does your country seek to attract teachers from other countries? If so, what specific policies and steps have been taken or are planned? What is the extent of such recruitment and what implications does it have for the teaching profession?
- What issues are the highest priority for future policy development in attracting able people into the teaching profession? What are some policy options that could be considered? What are the likely views of key stakeholder groups on these priority issues and possible policy options?

Section 4: Educating, developing and certifying teachers (*about 10 pages*)

4.1 Identification of the main policy concerns

- Are there major concerns about teacher education, development or certification? In what respects?

4.2 Data, trends and factors

- What are the major requirements to qualify for employment as a teacher? Have any major changes been recently initiated in this regard or are any planned? What are the reasons involved? How does the private school system differ in this regard?
- Outline the structure of initial teacher education – the types of institutions, financing, entry requirements, length of courses, extent of in-school experience, graduating requirements, and the roles of teacher employers and teacher unions or professional associations in shaping course content or certification. Have any major changes been recently initiated in these regards or are any planned? What are the reasons involved?

- Are special education or training provisions made for established professionals from other occupations who would like to become teachers, or for former teachers who would like to re-enter teaching, or for existing teachers who would like to retrain in areas of shortage, or for teachers' assistants who would like to upgrade? What is the scale of such programmes and what is the evidence on their effectiveness?
- Is there any special support or induction programme for teachers in the early years of their careers? If so, how does it operate, and what is the evidence on its impact?
- What types of professional development options and programmes exist for teachers? Who decides what type of learning opportunities teachers need? How are such programmes monitored for effectiveness? Are there any formal links between professional development programmes and maintenance of certification to teach, salary rises, and career pathways? What evidence is available on the impact of such links on teacher performance?

4.3 Policy initiatives and their impact

- What initiatives have been undertaken or are planned to improve teacher education, professional development or certification procedures? For those policies that have been implemented what is the evidence on their impact and cost? Where the impact has been either more or less marked than expected, what reasons are apparent?
- What issues are the highest priority for future policy development in educating, developing and certifying teachers? What are some policy options that could be considered? What are the likely views of key stakeholder groups on these priority issues and possible policy options?

Section 5: Recruiting, selecting and assigning teachers (*about 10 pages*)

5.1 Identification of the main policy concerns

- Are there major concerns about teacher recruitment, selection and assignment? In what respects?

5.2 Data, trends and factors

- How are vacancies for teaching positions determined, applications invited, and successful candidates chosen? Is there a probationary period? Have any major changes been recently initiated in these regards or are any planned? What are the reasons involved?
- How do recently qualified teachers typically obtain their first teaching position?
- On what basis are teachers employed – fixed term contracts, tenure positions and so on? What provisions exist for changing the basis of employment e.g. from a fixed –term contract to tenure? Have there been any changes in these respects, or are any planned? What are the reasons involved?
- Are teachers assigned to schools or do they apply? Does this vary depending upon the type of post and their career stage? How does the system ensure an equitable distribution of teachers among schools? Have there been any changes in these respects, or are any planned? What are the reasons involved?

5.3 Policy initiatives and their impact

- Have any new policies been introduced in terms of requirements to enter teaching (e.g. changing or removing teacher education requirements, probationary licensing and so on)? If so, what have been their impact?
- What initiatives have been undertaken or are planned to improve teacher recruitment, selection or assignment procedures? For those policies that have been implemented what is the evidence on their impact and cost? Where the impact has been either more or less marked than expected, what reasons are apparent?
- What issues are the highest priority for future policy development in recruiting, selecting and assigning teachers? What are some policy options that could be considered? What are the likely views of key stakeholder groups on these priority issues and possible policy options?

Section 6: Retaining effective teachers in schools (*about 10 pages*)

6.1 Identification of the main policy concerns

- Are there major concerns about retaining effective teachers in schools? In what respects?

6.2 Data, trends and factors

- Summarise the data on the numbers of teachers who leave the profession each year – if possible by age, extent of teaching experience, gender, teaching area, reasons given, and destination. Do they leave more from certain types of schools or regions, or at certain points in their career, than others? Are there any major trends in these regards, and any evidence on the factors involved?
- What is the average number of absences that teachers have per year? Is absenteeism more of an issue for some types of teachers or schools than others? What are the major trends in regard to teacher absenteeism?
- What types of leave are available to teachers? What numbers are currently on the various forms of leave, and when can they be expected to return to teaching? Is there special provision for stress leave? What are the major trends and developments in regard to teacher leave? Is there any evidence on the factors involved?
- How frequently are teachers evaluated and decisions made about their employment renewal? What processes and criteria are involved? How are ineffective teachers identified? What happens to them? Have there been any changes in these respects, or are any planned? What are the reasons involved?
- What opportunities exist for promotion and career diversification, and what proportion of teachers at different ages get promoted each year? Apart from promotion, what other means are used for recognising and rewarding teacher performance? What processes and criteria are involved in teacher promotion and recognition? Have there been any changes in these respects, or are any planned? What are the reasons involved?

- How are teacher salary scales structured, and what determines movement from one salary increment or level to the next? Is there any form of performance-related teacher compensation? Have there been any changes in these respects, or are any planned? What are the reasons involved?
- What are the current practices in regard to class size, teaching workloads, and the availability of other professionals and support staff in schools? How are these practices and resources determined? Have there been any changes in these respects, or are any planned? What are the reasons involved?
- To what extent are school and personal safety and student discipline perceived as important factors affecting working conditions by teachers? What policy initiatives have been taken to improve school safety and minimise student discipline problems?
- What opportunities do teachers have for secondments or periods of leave to work in other areas of education or occupations outside teaching? Is there any evidence of the impact of such programmes on teachers' professional growth and retention?
- What is the usual retirement age for teachers? Have there been any changes in retirement provisions, or are any planned? What are the reasons involved?

6.3 Policy initiatives and their impact

- What initiatives have been undertaken or are planned to improve the retention of effective teachers? For those policies that have been implemented what is the evidence on their impact and cost? Where the impact has been either more or less marked than expected, what reasons are apparent?
- What issues are the highest priority for future policy development in retaining effective teachers in schools? What are some policy options that could be considered? What are the likely views of key stakeholder groups on these priority issues and possible policy options?

ANNEX 2: DATA PROVISION

Introduction

105. In preparing the final synthesising report the Secretariat will draw on specific data supplied by participating countries in addition to material included in the Country Background Reports. These data will enable cross-national analyses of trends in the characteristics of the teaching workforce, flows into and out of teaching, and supply and demand factors.

106. Some of the data needed for this analytical work is already held by the OECD, mainly in the form of data supplied through the INES project for inclusion in *Education at a Glance*. The Teaching Activity will only seek data that is not already available.

107. This document outlines the major types of data that are to be requested. Further details will be supplied on the form of the tables to be used, the years to be covered, and the timeline for supplying the data. Countries may find it helpful to nominate a data co-ordinator to liaise with the OECD Secretariat.

108. Countries will be free to use any of these data in the preparation of their Country Background Report as they judge appropriate.

109. It is recognised that not all of the requested data will be available in participating countries, or available in a form that would readily permit international comparisons. However, it is important to document such data gaps as a guide to future developmental work.

Characteristics of Teaching Workforce

110. Distribution of teachers by: ethnicity; years of experience; regions of country; community type; average income level at school; subject area (main assignment field); undergraduate field of specialisation; highest degree earned; certification status; participation levels in professional development activities.

Supply of Teachers – Incentives

Sources of Supply

111. Percentage distribution of teachers according to whether they are: continuing, first-time, or returning teachers; Distribution of returning teachers according to main activity in previous year; Reserve pool of qualified teachers; Type of activity while not teaching; Proportion of those that taught at some period and for how long they taught; Time spent out of teaching for those that return to teaching; Reasons for re-entering teaching; Reasons for not entering teaching for those who are certified teachers; Retrospective data that track new hires from the reserve pool backward, to study their career histories prior to entering or re-entering teaching; New certified teachers, new graduates of teacher training; Potential

supply of new graduates; Percentage of college students training to become teachers; Proportion that applied to positions; Proportion that enter teaching; Reasons for entering/not entering profession; Teachers with alternative or emergency certification; Private school teachers.

Flows out of the teaching profession

Attrition/Retention Rates; Characteristics of Leavers; Reasons for Leaving the Teaching Profession; Reasons for dissatisfaction; Leavers' main activities the following year.

Incentives

Non-salary pecuniary benefits; Differentiated pay schemes; Non-pecuniary benefits (vacation days, medical insurance, pension contribution, life insurance, tuition for children, transportation expenses, meals, housing, child care).

Teacher Recruitment and Selection

Number of "Difficult to fill" vacancies; Proportion of "unfilled" positions; "Out-of-licence" teaching (proportion of positions filled by teachers without a regular teaching licence); Ratio of the number of applicants to vacancies in teaching; "Out-of-field" teaching (proportion of teachers working outside their areas of expertise); Methods used to cover vacancies "difficult" to fill.