



DRAFT
3
REPORT

NEW AGENDA FOR TEACHING POLICIES IN LATIN AMERICA AND THE CARIBBEAN: CRITICAL CHALLENGES AND RECOMENDATIONS FOR ACTION

Encuentro Preparatorio Regional 2011
Naciones Unidas - Consejo Económico y Social
Revisión Ministerial Anual
ECOSOC - RMA

Buenos Aires, Argentina, 12 - 13 de mayo de 2011

The Economic and Social Council (ECOSOC) serves as the central forum for discussing international economic and social issues, and for formulating policy recommendations. Global preparatory meetings, regional consultations and national reviews are essential to prepare the Annual Ministerial Review and Development Cooperation Forum, which ensures a comprehensive, qualitative review of progress in implementing the MDGs.

This is an internal working paper for the Regional Ministerial Meeting for Latin America and the Caribbean, 12-13 may, 2011, Buenos Aires.

Prepared by the Regional Bureau of Education for Latin America and the Caribbean (OREALC/UNESCO Santiago).

This document has been translated without formal editorial revision

Design
Maite Urrutia



Santiago Office
Regional Bureau of Education for
Latin America and the Caribbean

Draft Report N° 3

NEW AGENDA FOR TEACHING POLICIES IN LATIN AMERICA AND THE CARIBBEAN: CRITICAL CHALLENGES AND RECOMENDATIONS FOR ACTION

Regional Preparatory Meeting 2011
United Nations Economic and Social Council
Annual Ministerial Review
ECOSOC - AMR

Buenos Aires, Argentina, 12 - 13 May 2011

Cristián Cox, Carlos E.Beca, Marianela Cerri
Project "Teachers for Education For All"
CEPPE-UC
OREALC /UNESCO Santiago

CONTENTS

EXECUTIVE SUMMARY	7
INTRODUCTION	11
1. TEACHING POLICIES IN THE GENERAL FRAMEWORK OF EDUCATION POLICIES	13
2. TRENDS AND SCOPES OF TEACHING POLICIES: RECENT DEVELOPMENTS IN IDEAS AND PROPOSALS OF MULTILATERAL AGENCIES AND EXPERT NETWORKS	15
3. NEED FOR SYSTEMIC OR INTEGRATED POLICIES: THE PHASES OF THE PROFESSIONAL CAREER AS A BASE	21
4. CRITICAL CHALLENGES AND OPTIONS FOR ACTION	25
4.1 Initial teacher education	25
4.2 Continual training	31
4.3 The teaching career	38
5. INTEGRATED POLICIES AND PRIORITISATION CRITERIA	43
REFERENCES	45

EXECUTIVE SUMMARY

1. The purpose of this document is to provide education policymakers participating in the Annual Ministerial 'Key Education Challenges in Latin America and the Caribbean: Teachers, Quality, and Equity' (Buenos Aires, 12 and 13 May, 2011), with a systematization of the key axes or challenges that modern policies regarding teachers should address, as well as criteria for doing so in a way that avoids paths that have already been explored without bringing significant results.
2. Analysis and decision making regarding teaching policies should start from a paradox: although such policies aim to have an impact on the intra-system educational factor that has the greatest effect on the quality of learning, policies on teachers, do not occupy the central role in priorities for a number of reasons: they carry a high cost when they set out to affect the whole of the teaching profession, they have low public visibility when implemented, they are politically complex, and the desired effects are achieved in the medium and long term. All in all, they are at the extreme end of the spectrum of 'difficult policies' in education. A first step towards the improvement of teaching policies is an examination of the priority they have been ascribed, and confrontation of the factors that have led them to be pushed back or postponed.
3. The synthesis of the main teaching policy proposals of the international agencies UNESCO, OEI, OECD, and the World Bank, as well as the expert network PREAL, reveals the following points of convergence: the importance of establishing selection mechanisms for entrance into teacher training degree courses, due to the decisive impact of this measure on the quality of graduates and the status of the profession; the need to increase the quality of initial teacher education, offering a solid background in subject matter knowledge and pedagogy, with consistent practical work experience; the importance of the accreditation of teacher training institutions and programmes; emphasis on the need for solid programmes on continual training, related to everyday work in schools; agreement that the suite of action criteria for improving teaching requires the implementation of performance assessment systems for professional teachers, as well as competencies on graduation for new teachers; and finally, assessments based on standards that are agreed with teaching unions and social organizations.
4. The document proposes a model of components (and their interrelations) for quality assurance in teaching, which is ordered by the phases of a teacher's career path: *selection, training, certification, and performance*. Two additional components – standards and assessments – cut across all phases of the career, and are applicable in each. The model is proposed both as a tool for analysis of its institutional framework, and to show shortfalls that must be covered in order to achieve a robust and effective institutional system for quality assurance in teaching.
5. The document offers a characterisation and criteria for the analysis of courses of action for the three key areas in teaching policies: *initial teacher education, continual training, and the teaching career*.
 - 5.1. In terms of *initial teacher education*, it is pointed out that the absence of selection processes to train as a teacher has negative effects on both the quality of future teachers and the capacity of the education system to attract talented applicants.

Fundamental shared trends for change in initial teacher education are described in terms of four key concepts, which in the logic of public policy for the sector should be centres of action: I) *pedagogic knowledge of the content*, or the union of subject matter knowledge and knowledge of teaching; II) *work experience or clinical experience*: teaching requires that knowledge and learning be put into practice alongside assessment capacities of that performance in the classroom; III) *effectiveness in diversity*: learning outcomes must be achieved by all students to the level set in the national curriculum, requiring a new type of teaching; and IV) *Reflectivity*: the experience of initial education should give preparation in capacities for description, evaluation, and reflection on a teacher's own practice and that of colleagues, which serve as a base for growth of the individual and of professional groups that work in line with the ideal of learning communities.

Two accountability tools form the backbone of modern policies for the improvement of initial education in the most advanced countries: accreditation of institutions and programmes, and national examinations of teaching competencies for graduates or training centres. Both require the definition of standards.

- 5.2. With regard to *continual training*, the countries with the highest educational achievements in the world place very high importance on not only the selection and training of their teachers, but also on permanent support throughout their career. The greatest challenge here is to produce

professional development opportunities for teachers, centred on professional learning between peers, mediated by reflection on teaching practices, including the observation of classes held within the same school or between different schools: one model of “clinical discussion” that promotes professional growth.

The levels of exigency in terms of quality and relevance of predominant practices in continual training are widely known to be low. The tendency to consider attendance as the only requirement for certification must be overcome, incorporating the assessment of the effective level of knowledge acquired and the capability to translate this knowledge into improvement of teaching practices. Certifications should reflect professional learning and not mere participation in training activities.

- 5.3. With regard to the *teaching career*, the document puts forth as key issues the following minimal set of dimensions: focalization of the career on teaching in the classroom; teacher performance as the key route to career progression; professionalization of the field; recognition through fair wages, incentives, and favourable working conditions, and relation of the teaching career with entry into the profession and with school management.

In terms of the first – and perhaps the complex – of the changes in this dimension, the starting point is the observation that in most countries in the region, career progression and salary increases in teaching are based on the number of years of experience and on participation, often as a passive recipient,

in training activities. This situation does not incentivise or encourage teachers to make an effort to innovate and seek new ways to teach. Organisation of the teaching career around performance places emphasis on mechanisms for the assessment of teachers' professional activities, requiring the setting of standards the attribution of consequences to the results of assessments.

6. In its final section, the document argues that policies on teachers should aim to 'make a system'. This places a heavier burden on the political system and policy quality, which in this case should aim to be a 'national' or 'state' policy so as to allow it to be maintained for the required durations, which are longer than the time that a government remains in power.

The document ends by putting forth the strategic and high priority role of the construction of standards related to teaching, an axis around which both the pressures and the support mechanisms for the desired teacher performance may be organised.

INTRODUCTION

Education institutional reform efforts in Latin America over the past two decades have failed to achieve an effective or sufficiently large scale impact on the core of teaching practice in classrooms and schools (Carnoy 2007; Tedesco, 2007). The centre of the new agenda has moved on from expansion of coverage (throughout the twentieth century) and the decentralization of control over institutions (since the 1980s) towards teaching capacities and performance, which is widely recognized as the area that is most difficult to affect through policy measures (Schwartzman, Cox, 2009).

Today, the region's public policies in education are characterized by the emergence of new demands for capacities among teachers, as a direct result of the introduction of curriculums that are notably more ambitious in seeking to organize capacity opportunities for the acquisition of competencies relevant to life in the twenty first century. Responding to these demands requires policies that combine occupational training with education, and that in general challenge the field of education policy with new levels of complexity. Fundamentally, the shared factor is the creation of new capacities, with a duration that transcends the periodicity of political cycles and that therefore demands long term agreements between key stakeholders.

Within this framework, the OREALC/UNESCO Santiago project "Teachers for Education For All" seeks to support Ministries and other institutions involved in public policy decision making in countries, in working on this new agenda that has teaching in the region at its heart. At the beginning of 2011 this project has brought together a core group of experts and shall organize discussion networks in a number of countries to draw up information on the state of the art, as well as a set of recommendations for policies regarding teachers. This document represents the first contribution to this process.

It aims to offer a systematic framework for the discussion of the dimensions or areas that constitute current challenges related to teaching, from a public policy perspective. To this end, it aims to identify the axes or critical challenges that should be addressed by modern day policies, as well as to provide criteria for doing so in such a way as to avoid repeating experiences that have already been implemented and failed to achieve significant results.

Thus, this document aims to identify key problems, as well as the categories that have been used in analysing them, and changes during the past twenty years.

The document is organized into five sections. The first addresses the relationship between teaching policies and education policies as a whole, showing the paradoxical condition wherein although teaching is the decisive area, it is not the main priority in the sector. The second section presents a synthesis of thought regarding teaching policies among the main multilateral agencies that are influential in the region, from a viewpoint of their characterizations of the policy agenda. The third section states the case for comprehensive responses to the problem of teaching, offering an analytical model for the identification and assessment of the composition, consistency, and quality of an institutional teaching quality assurance system in any national school system. The fourth section identifies and characterizes the critical challenges and criteria for addressing policies that address them, in three key areas: initial education, continual training, and professional teacher training. The document concludes with a section that aims to offer certain criteria for strategic thinking and prioritization in modern day teaching policies, as material for discussion.

I. TEACHING POLICIES IN THE GENERAL FRAMEWORK OF EDUCATION POLICIES

Analysis of teaching policies in the region should begin with the consideration of a fundamental paradox: despite the undeniable importance and centrality of teaching as a policy area – as attested to in practically all discourse on the topic – in reality, effective courses of action related to teachers do not occupy a strategic position in policy design. This is due to a number of factors, which should be discussed in any consideration of the new agenda, and solutions sought.

Teaching policies do not occupy the core centre in terms of priorities because, in schematic terms, plans that would affect teaching as a whole bear a high cost, have low public visibility in their implementation, are politically complex, and achieve the desired effects in the medium and long term. All in all, they are located at the “difficult” end of the policy spectrum, in the leading classification system of the IADB and others (Corrales 1999; Navarro 2006; IADB 2006). It follows a natural tendency (that is, of the configuration of power and the action possibilities that are considered feasible) to address the “easiest” dimensions, tending to give extra weight to policies that have publicly visible effects in the short term, for example infrastructure improvements, or provision of texts and computers.

Furthermore, within the area of teaching policies, there is a tendency in turn to give greater consideration to policies that are both more visible and help to avoid conflicts with teachers, such as increases in salaries and incentives. Selective incentives prove even more attractive, as they imply lower costs than universal salary improvements. In contrast, policies for the improvement of initial teacher education and, to an even greater extent, continual training, bring about effects that are harder to measure and more concentrated in the

medium and long term, and they are therefore generally granted a lower level of priority.

The paradox is that, assuming a fair distribution of the education system and learning outcomes achieved, quality will approach the quality of the teachers themselves (Barber and Mourshed, 2007), and thus teachers, teacher training, and teachers’ working conditions should today be the true centre of public efforts in education – even though this is the core area that is hardest to affect through education reform, and involves the difficulties mentioned above.

Therefore, the first step in undertaking a reflection oriented towards action, and in which it is hoped that contributions may be made by the project “Teachers for Education For All” and by this document in drawing together material for discussion, is the recognition of this paradox and its consequences.

2. TRENDS AND SCOPES OF TEACHING POLICIES: RECENT DEVELOPMENTS IN IDEAS AND PROPOSALS OF MULTILATERAL AGENCIES AND EXPERT NETWORKS.

First, consideration must be given to the backdrop of ideas behind the definition of both the agenda in teaching and the principal criteria of action, promoted in recent times by international multilateral bodies and academic networks. For these purposes, the following institutions are taken as references: UNESCO, the OECD, the World Bank, the OEI, and the PREAL research network.

UNESCO

Regional reports on Education For All (EFA) in Latin America and the Caribbean, as well as the declarations issued by meetings of Education Ministers organized by UNESCO, show that the region's countries are advancing towards the EFA objectives, albeit not all at the same rate. In fact, access to basic or primary schooling is no longer a major problem in the region, but there are shortfalls in terms of students' academic achievements. The issues of initial education and professional development for teachers are directly related to these achievements. The meetings and forums for discussion mentioned above affirm that significant differences exist in the numbers of certified teachers in different countries in Latin America and the Caribbean. This clearly shows that greater efforts to increase the professional level of teachers are necessary in many countries, so as to be able to offer a quality education for all.

Currents of thought in UNESCO over the past decade stress the need for high quality initial teacher education oriented towards performance in diverse contexts, attracting talented young people, improving working conditions through effective recognition of the teaching career, with the need to guarantee comprehensive policies that link together initial education, insertion

into the profession, and continual training. The agency also proposes the implementation of a performance assessment system for teachers based on basic standards agreed with teaching unions and social organizations, and the creation of remuneration and incentivisation policies that permit the recovery of the social and professional value ascribed to teachers.

Additionally, UNESCO supports and promotes the Red KIPUS network of teachers for Latin America and the Caribbean, a partnership of organizations, institutions, and individuals involved in the professional and human development of teachers. The network aims to contribute to the strengthening of teacher leadership in education transformations, and to serve as a space for interchange of ideas, knowledge, and experience. Its objective is to contribute to the positioning of the issue of teachers in countries' public policies. To this end it acts as a group that works in favour of education in the region, constructing cross-sector partnerships for the strengthening of the teaching profession and the leadership of education institutions in education transformations.

Organisation for Economic Co-operation and Development (OECD):

According to the OECD, education policies should be centred on changes in teaching and learning, which will result in better results for students; in all scenarios this improvement requires selecting, hiring, training, developing, and supporting educators.

The organization suggests placing emphasis on making teaching an occupation that attracts highly qualified young people, and establishing

solid professional training programmes related to everyday work in schools, and applicable throughout the teaching career.

The development of specific teaching standards is one of the principal means of establishing a clear commitment and achieving teaching with excellence.

Specifically, the OECD proposes five policy objectives that concern the teaching profession as a whole:

1. Making teaching an attractive career choice, by improving the image and status of teaching and by improving working conditions and making teachers' remunerations more competitive;
2. Developing teachers' knowledge and skills, by developing teacher profiles, viewing teacher development as a continuum, making teacher education more flexible and responsive, improving practical field experiences, and integrating professional development throughout the career;
3. Recruiting, selecting, and employing teachers, by using more flexible forms of employment, giving schools more responsibility for teacher personnel management, meeting short term staffing needs, and improving information flows and monitoring of the teaching labour market;
4. Retaining effective teachers in schools, by evaluating and rewarding effective teaching, providing more opportunities for career variety and diversification, improving leadership and school climate, and improving working conditions;

5. Developing and implementing teacher policy by engaging teachers in policy development and implementation, developing professional learning communities, and improving the knowledge base to support teacher policy (OECD 2005).

The OECD worked closely with the Mexican government during 2009 and 2010 to draw up an integrated policy proposal for the improvement of teaching in the country. The proposals thus reached place special emphasis on the synthesis of 'first world' prioritizations and current thinking, with the political-cultural characteristics and development level of the region. In order to consolidate a high quality teaching profession, the OECD proposal for Mexico recommends the usage of a different type for standards regarding teachers; attracting better candidates and increasing entry requirements; generating systems for the accreditation of teacher training courses and teaching skills; supporting new teachers and evaluating their performance before the assignment of work positions; and constructing good systems for the professional development and assessment of teachers.

The OECD's most recent document on teaching policies (OECD, 2011) reaffirms the need to improve recruitment mechanisms and teacher training; to offer opportunities for professional support and development in the profession, as well as suitable working conditions and an attractive career in teaching; and to strengthen the assessment of teachers and performance related pay. The document also emphasises the need to obtain the commitment of teachers in education system reform processes.

World Bank:

The World Bank's most recent documents on education reform focus on the need for accountability and assessment, so as to make schools and teachers responsible for achieving desired learning outcomes. In particular, it calls for progress towards greater decentralization and autonomy of schools, and provision of information to the different stakeholders involved. In terms of teachers, the document proposes the promotion of performance related incentives as the key means of improving effectiveness (Bruns et. al. 2011).

Accountability programmes can take a variety of forms, but they share the characteristic of increasing the real or perceived consequences associated with the results of tests, for both teachers and school administrators.

This means that in order for an assessment programme to become an accountability programme, test results must be linked to consequences that, in symbolic or material terms, may affect individuals – and which are therefore seen as important. Breaking it down into its components, an accountability programme presupposes: I), a desire on the part of the authorities to make public differences in performance between the component parts of the education system; II), standardised tests that are effective in providing this kind of information; III), way to analyse this information so as to determine which schools are showing adequate performance and which are not; and IV), the capacity to apply rewards or sanctions in conformity with established standards (Brooke 2005).

In a separate initiative, the World Bank's policy improvement monitoring and promotion system "*Teacher Policies Around the World*"¹ proposes eight core teacher policy goals: I) setting clear expectations for teachers; II) attracting the best into teaching; III) preparing teachers with useful training and experience; IV) matching teachers' skills with students' needs; V) leading teachers with strong principals; VI) monitoring teaching and learning; VII) supporting teachers to improve instruction; VIII) motivating teachers to perform.

Organization of Ibero-American States for Education, Science and Culture (OEI).

One of the priority policy areas of the OEI is the strengthening of the teaching profession, because the training given to teachers is one of the most important variables for the improvement of the quality of education and of students' learning achievements. Therefore, the OEI's goals in the area for this decade are as follows:

- Collaborating with countries and teaching quality accreditation agencies to achieve suitable accreditation for all teacher training programmes offered.
- Contributing to the improvement of systems of access to the teaching profession.
- Developing innovative experiences for supporting new teachers.

¹ See: <http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTEDUCATION/0,,contentMDK:22770531~menuPK:282391~pagePK:148956~piPK:216618~theSitePK:282386~isCURL:Y,00.html>.

- Collaborating in the design of on the job training models for teachers, and for their professional development.
- Partnering with initiatives that improve the organization and functioning of schools and that have a positive impact on the work of teachers.

The 2021 Education Goals, “The Education that we want for the Bicentennial generation”, approved at a meeting of Education Ministers (Mar del Plata, Argentina, December 2010), have the final objective of achieving over the course of the next ten years an education that provides a satisfactory response to urgent social demands: ensuring that more students study, for a longer period, provided with education of recognized quality that is equitable and inclusive, and with the participation of the great majority of institutions and social sectors. Thus, there is general agreement that education is the fundamental strategy to make advances in social inclusion and cohesion.

The strategy is, on the one hand, a redoubling of efforts to achieve the goals of Education For All by 2015; but it also seeks to specify and complete these goals as a function of developments and demands arising in recent years, and to bring them into line with each country’s growth dynamics, so that all stakeholders take them on board and may thus maintain effective courses of action for their achievement throughout the decade.

In this line of action, the strengthening of the teaching profession occupies a core position in the 2021 Education Goals project, which sets forth the relevance of the role of teachers, especially for the learning of children living in conditions of poverty and need, and therefore calls for the elevation of

teachers’ expectations of their pupils. Specifically, the programme states the need for better training for primary and secondary school teachers; the strengthening of continual training; and the development of the professional teaching career. It also emphasises the educational empowerment of the zero to six-year-old stage, guaranteeing the adequate training of early childhood educators.

Partnership for Educational Revitalization in the Americas (PREAL)

PREAL created its Teaching Profession Working Group in 2004, to analyse policies directed towards teachers in different Latin American countries, promoting a regional dialogue and disseminating best practices in the field. The consultants who participate in this working group have prioritized the following issues related to the teaching profession: professional training through initial teacher education programmes and continuous professional development; teacher training institutions and their curriculum proposals; processes for induction into teaching; teachers’ working conditions; the socioeconomic situation of teachers, making an objective analysis of the salary problems affecting teachers in Latin America; the teaching career and its connection to professional development; incentives and merit-based remuneration; salaries and compensation; rewarding excellence; assessment of teachers’ practices and performance; identification and promotion of best practices; skill assessments for new teachers.

PREAL’s publications have made a wide-ranging contribution to the debate regarding teaching policies in the region, with series of documents that view teacher training as a continuous, systematic, and organized process that takes in the entire teaching career. This implies consideration of diverse aspects

from the selection of students by teacher training institutions and/or universities, teacher training curriculums and strategies, through induction into the profession of teaching, the career and performance criteria, to material incentives for teachers.

In terms of continual training, the organization suggests that the principal focus of programmes in service should be placed on the practical needs of teachers and on problems associated with teaching under adverse conditions. Systematic and sustained training activities, such as postgraduate programmes, are making a contribution as an element in training proposals and professional careers for teachers (Terigi, 2011).

The articulation of professional development policies with teacher training programmes is an issue analysed in PREAL publications; in order to implement this articulation five means of usage or potential usage are put forward for countries in the region: assignment of new qualified functions for teachers already employed in the system; a professional improvement plan; encouragement of teachers to undertake higher level studies in the area of education; work experience transfers to similar roles in other schools, and mentoring systems (Terigi, 2011).

Finally, PREAL's body of work in this area underscores the potential to use the establishment of a teacher competency system based on the creation of practice standards for two purposes: performance assessment and professional development. The role of standards for professional development consists of the provision of a perspective for teacher performance improvement activities (Danielson, 2011).

Views on teaching policies in the field of international deliberation: summary

As shown, significant consensus are readily apparent between the institutions analysed. In terms of the system for entry into teacher training, there is agreement on the need to generate selection mechanisms to attract students who are better placed to achieve a high level of professional performance. The different organizations also share the conclusion that there is a need to increase the quality of teacher training, giving future teachers preparation with a solid and useful background in subject matter and teaching skills, with practical field experiences. Some call for the creation of an accreditation system for all teacher training provision.

The strengthening of continual training throughout the teaching career is considered relevant by most of the institutions. They set forth the need to develop solid programmes for professional development that should be related to everyday work in schools, while also designing models for on the job training of teachers².

Alongside concern regarding teachers' professional development, there is agreement on the need to implement performance assessment systems based on basic standards, agreed upon with teaching unions and social organizations, and focussed on improvement of teaching. Others also call for specific standards, in order to achieve teaching with excellence and a clear commitment on the part of teachers.

² El informe McKinsey 2010, (Mourshed, Chijioke, Barber, 2010) plantea que los mejores sistemas educacionales desarrollan programas de formación en servicio, entrenamiento en la práctica, formación en temas específicos, foros entre profesores y el aprendizaje entre pares a través de prácticas colaborativas y pasantías.

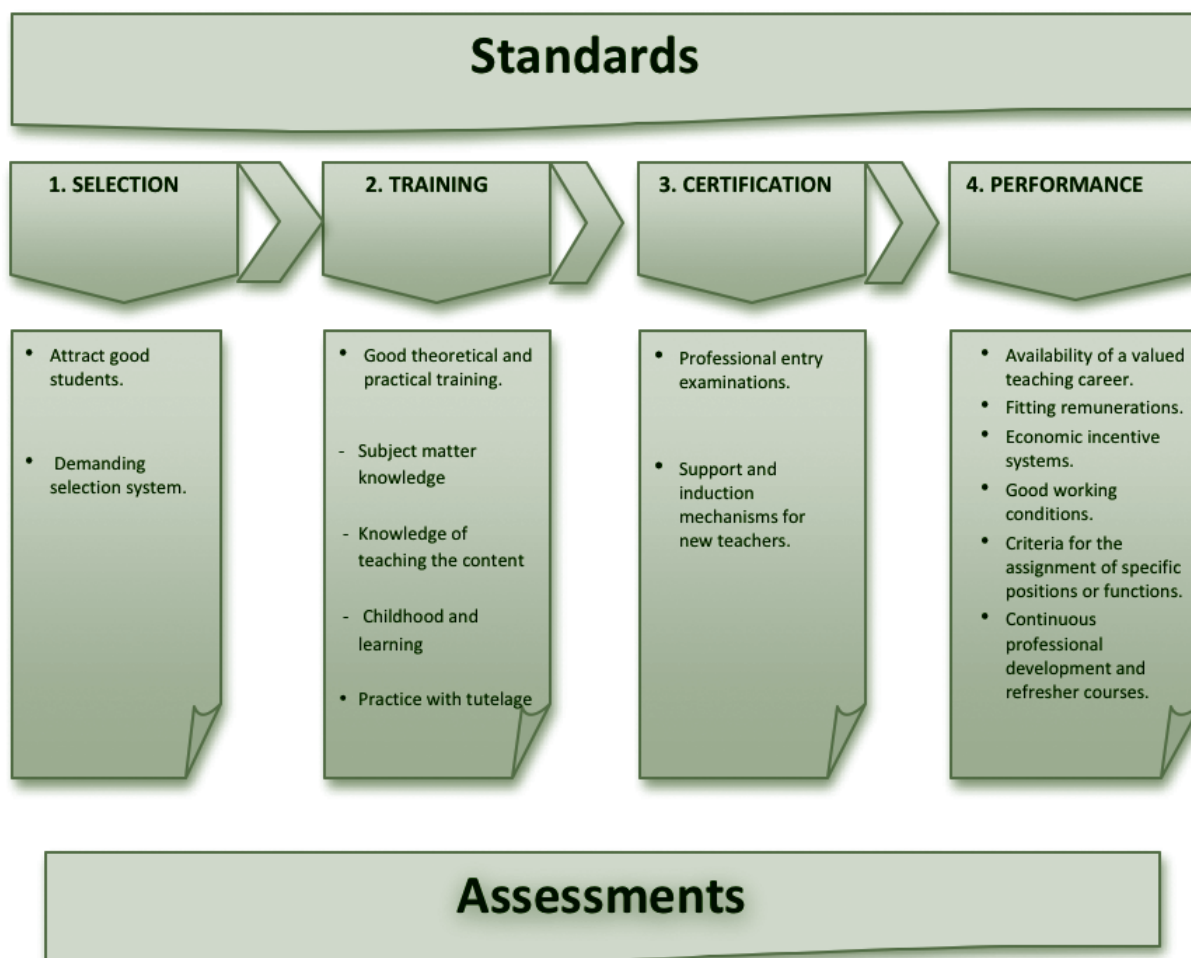
3. NEED FOR SYSTEMIC OR INTEGRATED POLICIES: THE PHASES OF THE PROFESSIONAL CAREER AS A BASE.

Teaching policies require that attention be paid to the different phases in the career of a teacher, from the start of training through to retirement.

The following section shows a model containing the components of a quality assurance system for teaching. It is presented for use in the analysis of the institutional framework present in each

country, or which could be achieved by policy implementation in the short or medium term, in order to ensure the quality of teaching. The model is based on an integrated view of the complete career path of a teaching professional, divided into four stages or phases³.

Model of the institutional components for quality assurance in teaching



³ The career phase model is based on OECD reports on teaching, from both 2005 (for all OECD countries) and 2010, for Mexico.

The first phase relates to entry into teacher training programmes, where there is a need to attract students who meet the necessary requirements to attain a high professional level. Without doubt, this requires a rigorous selection system and a stimulus package to make entry into the teaching profession more attractive for talented and motivated individuals.

The second phase is that of teacher training processes, conducted at universities or in normal schools. Here, it is necessary that training ensure acquisition of subject matter knowledge, pedagogic knowledge of the content, knowledge related to childhood and learning, and solid practice programmes. Therefore, teacher training institutions should have academic solidity and consistency, as well as a high degree of connectivity with the school system that they serve. Furthermore, a system for the assessment and accreditation of such institutions is necessary in order to ensure the quality of training provided, and this system should be based on standards that give value to the certifications or professional degrees that they issue.

In the third phase, which relates to the transition from the completion of training into entry into the profession of teaching, labelled 'certification', teaching induction mechanisms are considered. This phase should be backed by a system that ensures that all new teachers possess the basic competencies required under shared national standards, and have access to support or induction mechanisms during the start of their professional career, for at least 1 or 2 years.

The different stages of practice as a teacher are covered by the final phase, professional performance. Here, there is a need for a teaching

career that promotes commitment by teachers, with effective and responsible practice, as well as social recognition and valuing of the profession. Additionally, working conditions compatible with effective performance must be provided, in terms of physical and human environments, and availability of time to conduct professional activities beyond classroom work. Teaching policies should take into account not only opportunities to update teachers' knowledge and offer continuous professional development in keeping with the different stages of experience and with different functions, but also a standards-based teacher assessment system.

Criteria should exist for the assignment of teachers to specific roles or functions, taking into account their qualifications and allowing students with greater educational needs to be matched with more competent teachers. This certainly requires commensurate remunerations, with a minimum floor and increments based on experience, responsibility, quality of performance, continuing training, and the specific function itself, as well as an economic incentive package that rewards excellence in teaching performance, oriented towards the promotion of high levels of competence among teachers working in rural or geographically isolated areas, or urban regions with high levels of poverty.

Conversely, for retirement from the teaching profession, a regulatory framework is needed that allows for the departure of teachers who fail to comply with essential obligations or who show repeatedly unsatisfactory performance in terms of assessments and objective standards. Furthermore, appropriate retirement conditions must be generated for those reaching retirement ages stipulated in each country.

The diagram also shows two components that cut across this system for teaching quality assurance: a system of standards, and an assessment system. The system of standards is present throughout all phases of the career path through standards to entry and graduation from training institutions, standards for the accreditation of

these institutions, and both general and specific competency standards that a teacher should meet in order to be able to conduct high quality teaching-learning processes.

Box 1: Standards

The concept of the **standard**, in the context of education, is understood as the definition of knowledge items and skills in a specific field that should be held in order to be considered competent. In the practice of teaching, standards may take the role of representing a “true north”, defining what is valued as best practice. They can also be used as tools in professional decision making, and indicating just how far a person is from attaining the minimum necessary to be considered competent – that is, they can be used as a measuring stick. According to Kleinhenz & Ingvarson (2007), in order to standards to be usable in this way, a complete definition of teaching standards implies three stages of development and three components:

1. content standards: knowledge and skills that a teacher must possess
2. how to assess them, that is, rules for gathering evidence on the achievement of standards (the types of tasks and assessments that will be considered valid in judging their achievement), and
3. performance standards, indicating how well a teacher should perform in the assessment.

These components each serve to answer a different question. The content standards answer the question of *what should teachers know and be able to do?* The rules for evidence gathering regarding the standards answer the question *how do we evaluate what they know and can do?* Finally, the performance standards answer the question of *how well should a teacher perform (in the evaluation) for such performance to be considered acceptable or sufficiently good?*

Source: C.Cox, L.Meckes (2011) Definiciones sobre desarrollo de estándares para evaluar el desempeño docente en México, Working document, OECD. Centro de Estudios de Políticas y Prácticas en Educación (CEPPE), Pontificia Universidad Católica de Chile.

NOTE: Etymologically, the root of the word ‘standard’ is the Old French estandart, a flag on a fixed pole used to mitigate the confusion of battle, and thus figuratively a symbol of identity and coming together. It is in these terms that Ingvarson conceptualizes professional standards as playing an important role in the public definition of the identity of the teaching profession: “a good standard for teachers is one that helps to change the perception of the general public regarding the teaching profession, by providing convincing evidence of the complexity of what a good teacher knows and is able to do at different levels of teaching and in different areas of the curriculum” (Ingvarson, 2009).

The assessment of teachers also appears across all phases of the model: assessment of applicants to training institutions, assessment of teacher training to ensure that newly graduated teachers possess the basic necessary competencies, and assessment of professional performance, including direct observation of the teacher during his or her classroom activities and/or assessment of documentary evidence with which teachers may demonstrate their teaching capacities. This suite of assessments presupposes the existence of standards on which each one is based.

It is worth making clear that when teaching policies are addressed, they should be designed, implemented, and assessed, using the integrated model as a reference, consistently relating to the phases or components of the 'system' of which they should be a part.

4. KEY CHALLENGES AND OPTIONS FOR ACTION.

Three topics that bring together the most significant critical junctures in the “teaching issue” have been selected for discussion: Teacher Training, Continual training, and the Teaching Career. For each of these fields, an attempt is made to identify both the problem and the possible actions that could be taken, bearing in mind the lines of convergence that arise from the analyses made by multilateral agencies discussed in Section 2, proposals made at the periodic meetings of Education Ministers in the region, and a review of the relevant literature.

4.1 Initial teacher education.

Trends in teacher training systems around the world during the first decade of the twenty first century can be broken down into two directions of reform: upwards, as the bar has been raised in concepts of the knowledge and skills required for school teaching, and towards the school system that the training systems serve, as everywhere attempts are being made to reduce the gap between the activities of teacher training institutions and the practical requirements of teaching. The raising of standards is referred to as professionalization on the one hand, and increases in the relevance of teacher training, on the other. The latter aspect is criticised from both sides, by both education units and ministries of education, as theoretical and distanced from the real need of teaching.

Both movements have places pressures on policy in the region, which in this field is controlled by two different institutional cultures: that of primary school teacher training, and training of teachers at universities. In the first case, the key problem addressed by policies is the raising of standards: adapting certain institutions and curriculums

established in an environment of seeking to raise coverage, turning them into institutions and contents that are relevant to the new agenda, based on quality and equity. In the case of universities, the problem involves issues of both quality and relevance: increasing learning results, in accordance with the new agenda, while also making a stronger and more effective connection with the school system.

Teacher training policies: selection, training, and induction of new teachers.

Teacher training is the fundamental area for guaranteeing the quality and equity of the school system in the long term. This makes it difficult for the political system to address the matter as a priority, as the effects of any course of action will not be seen during the government of the current administration or even the next. Meanwhile, effective ways to make changes to teacher training are fundamental in the future quality of the school system, which will depend on the capacities of its teachers.

Bearing this in mind, the critical aspects to consider are the selection of entrants seeking to join the teaching profession, and the *training* that they receive.

a) Selection

The highly influential McKinsey report on the world’s best school systems and the factors that set them apart highlights selection of entrants into the teacher training as a key factor. This process, along with its characteristics and results, marks the start of a chain of positive consequences that follow on through training, mentoring, and support of active teaching

(Barber and Mourshed, 2007). A decisive aspect that is shared by all the best systems in the world is recruitment to the school teaching profession of the upper third of the respective cohort, in terms of abilities.

This shows a stark contrast with the pattern described in this region, where currently entrants into the teaching profession come from the bottom third or bottom quarter of the ability distribution of the cohort entering tertiary education—in general, with no selection process for teacher training. In most countries, this leads to a situation of excess graduates with degrees in education. The situation is rooted in the logic of socio-educational mobility of new groups with access to higher education and aspiring to the status of professionals, rather than in the needs of the school system—which faces ever greater demands from society to produce higher level learning results than in the past, even though it lacks the professional base required to do so.

The absence of selection processes to enter teacher training has negative effects on both the quality of future teachers and the capacity of the education system to attract able entrants. The lack of selection systems is synonymous with the low importance and value ascribed to education degrees, giving the field a lower status than others, and preventing the most able from seeing it as a career option.

Making teaching degrees more selective makes teaching a more attractive option for the candidates with the highest levels of performance. In the words of the 2005 report by the OECD:

“Although it is generally better to have an oversupply of teachers than a shortage of qualified applicants, there can be high individual

and social costs [...] Several countries report that [...] it is difficult to ensure that able and motivated people find jobs as teachers and are not lost to the profession. [...] [Surveys show that] school principals [...] express concern about teacher morale and enthusiasm, and that such concerns seem to be more evident in countries that have an excess of teachers”.. (OCDE, 2005)

Selection examination

One way to make advances towards the objective of recruiting the upper third of those entering tertiary education is to establish a selection examination for entry into initial teacher education programmes. This examination should be oriented towards selecting individuals who possess a number of required characteristics necessary for them to become effective teachers: a high general level of abilities in literacy and mathematical thinking, consistent interpersonal and communications skills, a will to learn, and motivation to teach (Barber, Mourshed, 2007).

When addressing policies that aim to select students for education degrees, the salary situation of the profession is certainly important, both in absolute terms and by comparison to related professions; furthermore, salaries are relevant both at the beginning of the career and in terms of increase over the years; and finally, there is the issue of whether salaries should affect all teachers or be linked to quality criteria. This is a policy dimension unto itself, and is addressed in a later section (on the Teaching Career). Here it should be pointed out that selection dynamics cannot be separated from considerations of the status and significance of the professional career in

education, which in turn must be addressed alongside the most direct and decisive expression of societal valuation of a profession and its support, in terms of remunerations⁴.

b) Training.

Regardless of whether it is conducted in a university or in normal schools, practically all of the initial education of teachers in Latin America and the Caribbean corresponds to tertiary education⁵. Most employs the 'simultaneous model' initial education modality, whereby students combine study of one or more subject matter areas from the school curriculum (language, mathematics, science, history, arts, etc.) with theoretical and practical elements of education and teacher training (theories of learning, curriculum, didactics, assessment, etc.). In contrast, the 'consecutive model', in which studies in an area of knowledge (3 or 4 years of a degree programme in a discipline) precede the teacher training programme, is less used, and is focalized on the training of teachers for secondary school education.

The recent and probably most influential investigation in the United States regarding improvements to teacher training institutions arrived at the following characterization of shared traits:

- A shared vision of good teaching that is consistent in courses and clinical work;

- A common core curriculum grounded in substantial knowledge of development, learning, and subject matter pedagogy, taught in the context of practice;
- Extended clinical experiences (at least thirty weeks) that reflect the program's vision of good teaching, are interwoven with coursework, and are carefully mentored;
- Well defined standards of practice and performance that are used to guide the design and assessment of coursework and clinical work;
- Strong relationships, based on common knowledge and beliefs, between universities and reform-minded schools; and
- Extensive use of case study methods, teacher research, performance assessments, and portfolio examinations that relate teachers' learning to classroom practice.

(Darling-Hammond, Hammerness, et.al, 2005)

Regardless of national contexts and levels of educational development, the fundamental trends that are common to changes in teacher training, and in harmony with the traits set forth by Darling-Hammond and her colleagues regarding institutions of excellence in their country, and present in the criteria of accreditation agencies for initial teacher education programmes in the developed world (NCATE, OFSTED and other, see Box 1), can be described in terms of four core

4 It is important to bear in mind that once a salary situation comparable with other professions has been achieved, salary ceases to be a consideration in the career choice of teaching staff. This was discovered in the OECD study on the profession (OECD, 2005): it is not a crucial factor at the time of choosing to embark on a career in education; it is rather a factor that influences retention of personnel in the profession, or return to teaching after a break in the career.

5 In 2006 four countries in Central America (Honduras, Guatemala, Nicaragua, and Panama) provided training for their primary school teachers in 'normal' secondary level institutes.

concepts, that in the logic of public policy for the sector should be other axes of action:

- *Pedagogic subject matter knowledge*, or the union of knowledge of the discipline and didactic knowledge: the what and the how of pedagogical communication, as a mix that defines the core of the specific knowledge of the profession. (Shulman, 1987) A concept that ought to give order to curriculum design in all education programmes and their opportunities for learning in the two dimensions of knowledge, and their crossover areas.
- *Practice or clinical experience*: teaching implies the putting into practice of professional criteria and knowledge regarding teaching and learning, as well as capabilities for the assessment of this process, or practical classroom performance. Learning these skills rests upon supervised work experience is vital, which bring together theory and practice. These experiences and their qualities are the cornerstone or decisive core of quality in a teacher training institution. (Hammerness, Darling-Hammond, Bransford, 2005)
- *Effectiveness in diversity*: modern teacher training is considered not only of high quality but also relevant, regardless of country and institutional modality, when it is coherent in its efforts to instil in its graduates a professional ethic and certain capacities that empower them to attain equivalent learning results among children with difference cultural and socioeconomic

backgrounds; thus it is vital that initial teacher education provide effective training in combating inequality in the classroom, developing skills in dealing with diversity. (OECD, 2010)

- *Reflection*: the experience of initial teacher education should provide preparation in capacities of description, evaluation, and reflection on the new teacher's own practice and that of his or her colleagues, which can provide a base for growth on a personal and a group level for teams of professionals who work in accordance with the ideals of learning communities; and also a base for managing the problem of the intrinsic complexity of working as a teacher⁶.

This should be seen as conditions of our times, which are radically new and which put forward a radical challenge for education in general, and teacher training in particular: the challenge of creating a suitable response to the learning needs of the next generation, which belongs increasingly to a new world, which views the generation of its parents and grandparents as thinking with a 'different head', as was recently and eloquently expressed by the French philosopher Michel Serres when he characterized the 'apprentices of the 21st century' and their profound differences.

"Without our noticing, a new human has been born, during a brief interval, the time that separates us from the Second World War.

6 "Teachers typically have to work with many students at once and have to juggle multiple academic and social goals requiring trade-offs from moment to moment and day to day. Although some aspects of teaching can be made somewhat routine, what teachers do will still be influenced by changing student needs and unexpected classroom events. (Therefore, students of education) ... need to develop metacognitive habits of mind that can guide decisions and reflection on practice in support of continual improvement". (Hammerness, Darling-Hammond, Bransford, 2005: 359)

He or she does not have the same body, the same life expectancy, no longer inhabits the same space, does not communicate in the same way, does not perceive the same outside world, nor lives with the same nature: born under epidural anaesthesia with an induced birth, and no longer fears death itself, under palliative care.

They inhabit a virtual world. The cognitive sciences show that the use of the internet, reading and messages and texting, checking Wikipedia and Facebook, do not excite the same neurons or the same parts of the cortex as the use of the book, the blackboard, or the notebook. They can handle many types of information at once. They do not know, do not integrate, to not synthesize the way their forbears do.

They no longer have the same head.”

Serres, M. (2011)

Accreditation, examinations, and standards.

Two accountability tools provide the backbone of current teacher training improvement policies in the most advanced countries: accreditation of institutions and programmes, and national teaching competency examinations for graduates. Both presuppose the definition of standards, or criteria regarding what corresponds to best practice for initial teacher education (content standards) and *what level* of ability in these standards is considered acceptable (performance standards). (Cox, Meckes, 2011).

Accreditation by national or state agencies of teacher training institutions and programmes aims to establish standards regarding the

institutions’ teaching staff, curriculums, and alignment with schools, processes for selecting entrants, support systems for student development, material infrastructure, and systems for monitoring and assessing the progress made by students, not only in coursework but also especially in the sequence of progression through work experience projects.

Box 2: Accreditation of teacher training institutions and programmes in the world.

In the UK, institutions that administer teacher training are supervised by Ofsted (the Office for Standards in Education, Children's Services, and Skills). All teacher training providers have to implement the standards for Qualified Teacher Status (QTS) and the requirements for Initial Teacher Training (ITT) established by the Training and Development Agency for Schools (TDA). Ofsted inspects ITT providers in the following way: it examines a range of documents, including a self assessment form provided by the institution; it observes students' work experience activities; it observes and assesses training sessions; it interviews personnel involved in the programme; and it observes tutors in the initial training programme as they assess trainees in the classroom. All initial training programme providers are inspected at least once every six years.

- In the **United States** each state administers its own assessment system, although most are supervised by the National Council for Accreditation of Teacher Education (NCATE), which is a non-governmental organization. The NCATE examines the quality of initial training programmes offered and the standards achieved by trainees, in much the same way as Ofsted does in the UK.
- In **New Zealand**, all institutions that offer initial teacher training programmes must submit their programmes to the New Zealand Qualifications Authority (NZQA). Newly developed programmes must be reviewed and assessed by NZQA representatives; if the NZQA recommends their approval, programmes are reviewed every five years.
- In **Brazil** all initial teacher training programmes must be accredited by the National Education Council or the Ministry of Education. A similar accreditation system is used in Argentina, where providers are regulated by the Federal Continual Teacher Training Network.

Source: Hobson, A. J. (2009), "On being bottom of the pecking order: beginner teachers' perceptions and experiences of support", *Teacher Development: An international journal of teachers' professional development*, Vol. 13, No. 4, pp. 299., in , *OECD, (2010) Improving Schools. Strategies for Action in Mexico*. Paris. Box 3.7

Graduation examinations.

The mechanism that probably brings with it the most consequences in accountability schemes, and which is currently under the early stages of discussion in some countries in the region (Mexico and Chile) consists of competency assessment systems or examinations for new teachers on graduation from teacher training. If these set forth minimum standards that are agreed upon in terms of their nature and the

level considered acceptable for entry into the teaching profession, they define an effective force encouraging change in the institutional networks that train teachers.

However, this force must still go hand in hand with support for institutions and their personnel, such that both are provided with conditions that allow them to acquire the capacities necessary for the designed and

implementation of opportunities to train teachers up to the newly demanded level. It is vital that an equilibrium be struck between the accountability pressure exerted by examinations, accreditation schemes and new standards on the one hand, and support represented through capacity building and creation policies, investment in the creation of institutional conditions conducive to change, and sufficient transition time on the other hand. To fail to strike such a balance is to run the risk of demanding that stakeholders achieve what they have not been prepared for, which is a surefire recipe for creating demoralization and destroying the feasibility of the intended changes. To echo Elmore, here a basic policy action criterion is that for each unit of accountability that is demanded, an equal unit of support and capacity building should be offered. (Elmore, 2010).

c) Induction.

Discussion of options to improve teacher training in the region must take into account that in equivalent policies in the most developed countries, institutional models for the establishment of special supervision and support for new teachers on their entry into the profession are becoming increasingly important, alongside the principle that a trial or probationary period should be successfully completed before a teacher is given a permanent position. Although this does require high levels of institutional capacities, as well as capacities among active teaching personnel, the first steps must be taken towards implementing

operational teaching induction schemes in the medium term. (Marcelo, 2011)

4.2 Continual training⁷

If initial teacher education represents a decisive factor in the future quality of education systems, then the continual professional development of active teachers offers the chance to improve current teaching and learning processes. Both dimensions are essential, and they must be integrated in the efforts to create a teaching profession capable of meeting the demands placed on education systems by modern day society in the region.

Public policies show a trend to underestimate the importance of this dimension in view of the high costs associated with the need to provide services for a large number of teachers, or based on the belief that countries can simply wait for the replacement of current teachers with better trained new graduates. This belief fails to take into account the fact that most active teachers are still decades away from retirement, and that they have a powerful effect through the transmission of beliefs and practices to new generations of teachers.

The countries with the best educational results, at a global level, concern themselves with obtaining good levels of attraction, selection, and initial training of education students and teachers, while also offering relevant training opportunities for current teachers and creating favourable conditions for them to take advantage of these

⁷ In the technical literature, the terms “continual teacher training” and “teacher professional development” are often used as synonyms. However, at times the latter term covers a broader meaning than systematic training, relating to the continuous professional progression or advancement that teachers undertake along their career paths as a result of their experience and learning. However, in this document, the terms may be used synonymously.

opportunities, both within and outside their places of work. (Barber and Mourshed, 2007)⁸

As a result of these policies, and interest on the part of the teachers themselves, the TALIS Survey (2010) showed that 89% of teachers surveyed in the OECD countries participate in training activities, spending an average of one day per month on them.

It should be noted that a current trend in international debate is to overcome a belief that continual training is thought of as remedial or compensation for weaknesses in initial training. Nor can continual training be reduced to cyclic efforts when specific curriculum reforms are implemented, or to certain teachers' needs for refresher courses or courses bringing them up to date with new findings or new roles in the education system that they have been ascribed. On the contrary, the conceptualization is of a permanent need shared by all teachers due to innovation and the raising of demands of society for better learning results for all. This cannot be achieved without improvements in teaching, which in turn are impossible without consistent professional development policies to allow teachers to meet three crucial objectives: knowing their own limits, knowledge of specific best practices, and motivation to make the necessary improvements. (Mourshed, Barber, 2007).

Just as in the case of initial training, policy research and deliberation in this field has arrived at certain dimensions of critical impact in the necessary task of addressing this dimension of teaching policies:

focus on teaching practices; insertion into the school context; collaborative learning strategies; quality and relevance of continual training; and basic conditions for the functioning of teachers' professional development.

a) Focus on teaching practices

A widely held belief, among both teachers and specialists, holds that traditionally implemented continual training and capacity building activities, consisting basically of courses and workshops that are not linked to the needs of schools and in which teachers play the part of passive learners, do not have a sufficient impact on teaching practices among participants and therefore fail to contribute to improvements in learning outcomes among students.

This leads to the concern for innovation in the field, focussing on the connection between training actions and classroom practices. The challenge of ensuring that all students learn, attending to their diversity, is an issue that acquires increasing complexity – and in fact, teachers now make forceful requests for support in successfully completing this task.

In the discussion of linking professional development to teaching practices, reference is often made to mechanisms of workshops held in-school or between schools that share a similar context, in which teachers take the lead role in reflecting on practices, including observation, analysis of class planning, assessments, materials, and students' work by teams of teachers.

8 The authors cite the case of the successful reform undertaken in Boston and the explanation of one of the policymakers involved: "The three pillars of the reform were professional development, professional development, and professional development. We aligned everything – resources, organization, and people – with professional development. Five percent of the district's budget went to professional development, and 80 percent of that went to teachers. The only way to improve outcomes is to improve instruction." Barber, M., Mourshed, M. (2007). How the World's Best-Performing School Systems Come Out on Top. McKinsey & Co., pp26-27.

This focus is associated with a traditional dilemma of teacher professional development programmes: the tension between the theoretical-academic dimension and the practical dimension. However, in fact this is a false dilemma, as the purpose of improving teaching practices presupposes the construction and full understanding of theoretical knowledge that is based on research into practices, and in turn capable of shedding light on them and providing for their transformation. Each teacher's understanding of his or her own limits – the first step in the process of improving and transforming their methods – often requires the creation of an understanding that the key aspect depends not only on *what to do* but also on *why* to do it, requiring relevant theoretical knowledge.

Professional development experiences directly associated with classroom practice do not predominate in the region's education systems. In fact, they are harder to identify than the centrally administered programmes of courses, and thus, rather than obeying national or regional plans, they come under the umbrella of specific improvement plans that many schools conduct under the leadership of their principals and, in certain cases, with external advisors. All in all, certain examples are worthy of note: the *Programa de Aceleración in Brazil*, *Aulas Alternativas* in El Salvador; and the *Programa de Mejoramiento de la Calidad de la Educación* in Chile (Calvo, 2009). In this country and in recent years, a law has been passed that institutionalizes a strategy that emphasizes professional development activities defined by each school and closer to the classroom, and which are put into operation as a requirement for technical assistance tendered to a market of providers – tenders that are financed with public resources (Muñoz and Weinstein, 2009).

b) Improvement of continual training in the school context.

One factor that weakens the impact of continual training is its approach based on the individual perspective of each teacher who, reasonably, orients his or her professional development towards the search for better job options. This dimension certainly cannot be postponed or placed behind other issues, but if the aim is to have a positive effect on learning outcomes then the focus must be placed on the educational unit and on the whole team of teachers to which it applies.

In this regard, the greatest challenge is to turn schools into learning communities where not only the students but all members of the community learn, in particular the teachers. These communities identify their needs and generate relevant training or capacity building actions, allowing them to overcome situations that stand in the way of the students' learning. For example, today most teachers demand training in working in more inclusive schools, especially in secondary education, so as to attend to the socio-cultural diversity and special educational needs of some students, as well as in handling interpersonal relationships in the classroom, and in the use of information and communications technologies. Meeting these demands is vital in teaching policy.

The improvement of the school institution is the area in which professional development becomes a particularly clear priority. Continual training efforts made by schools and agencies may have very little effect in schools if spaces for innovation and application of knowledge and skills learned are not made available. Teachers are often heard to lament that the knowledge and skills that they have learned in training activities are not adopted

by school administrators, which leads them to move away from their initial enthusiasm towards despair and inactivity.

The document of the OEI's Education Goals 2021 project clearly states that improvements in the quality of teaching and in the educational actions of teachers are impossible without improvements in the quality and functioning of schools. *"Teachers work within a specific cultural and social, and in specific educational and labour conditions. Public policies for teachers must take into account these contexts and conditions so as to remove potential obstacles that could limit the success of particular initiatives specifically oriented towards teachers' professional development"* (OEI 2010). This statement is in line with the contributions of researchers who are internationally renowned for the depth with which they address the issue of educational reform, placing a strong emphasis on the development of the capacities of the school and of the teachers as fundamental stakeholders. This leads them to maintain that teachers' professional development cannot be considered outside of the context of the specific needs of each school. Among others, Elmore (2010) sums up his position with the dictum "context matters", while Fullan (2007) states that concern over the individual training of teachers is not sufficient if they are not given opportunities always to be learning in the school.

A concept that draws together these ideas is that of "situated learning", which expresses how professional development, undertaken in the physical space of the school or elsewhere, is always oriented towards solving problems that the teaching staff face in their day to day work, so as to allow all students to obtain the desired learning outcomes.

c) Training Strategies.

The disarticulation between continual training and real world teaching practices is expressed strongly in traditional courses for the transmission of knowledge from the academic world to teachers, without regard for their motivations and prior knowledge, as is widely shown in the international literature and in current debate on education. Our region is not immune to this difficulty. (Avalos, 2007; Vaillant, 2009)

Therefore, the greatest challenge lies in placing value on centred strategies in peer-based professional learning, mediated by reflection on teaching practices, including the observation of classes held in one school or in a number of different schools. Progress must be made towards a model of "clinical discussion" that promotes professional growth through observation, evaluation, reflection, and teaching actions conducted in groups. (Elmore, 2004; Hammerness, Darling-Hammond, Bransford, 2005; Avalos 2007)

Value is also ascribed to the creation of teaching networks in which teachers of related areas reflect, as a group, on their teaching experiences, in the search for new strategies. *"Successful programmes involve teachers in learning activities that are similar to ones they will use with their students, and encourage the development of teachers' learning communities"* (OECD, 2005).

Strategies based on collaborative learning help to overcome one of the limitations that most severely affects teaching: the isolation that characterises the traditional school culture. "Isolation is the enemy of improvement" (Elmore 2010).

A dimension that is underscored in today's international literature on institutions is the

research that teachers conduct regarding their practices and the search for innovations to overcome the difficulties that face them (Fullan and Hargreaves, 1996).

Experiences of continual training that use collaborative learning can be found in the region, albeit not in the necessary breadth and depth. By way of an example, one can cite the professional working groups, workshops in schools and in districts and rural microcentres, adopted in Chile, as well as the *Expedición Pedagógica Nacional de Colombia*. (Calvo, 2009, Terigi, 2011).

Conversely, with the aim of increasing the scope of continual training, value is placed on the use of new technologies, the usage of which brings the additional benefit of promoting teachers' usage of these technologies in their work with students. *"In the perspective of teachers' professional development, the possibilities of ICT are barely beginning to be explored. Nonetheless, it would appear that such technologies are not merely another support, but that they rather offer new possibilities for the formation of professional networks, to expand the volume of training proposals available, and to attend both simultaneously and asynchronously to a growing number of teachers"* (Terigi, 2011:37).

d) Quality and relevance of continual training

Although many initiatives that configure relatively broad provision of continual training have been put into practice in most countries in the region⁹, levels of quality and relevance required for learning outcomes under these programmes are often too low. A number of explanations of this

problem can be put forward, such as the lack of standards applying to training, the weakness of provider agencies, and the absence of effective regulation. One basic condition to address this weakness is the construction and validation of standards for professional performance that would serve as yardsticks for both continual training and performance assessment. The existence of standards would make a decisive contribution to an enhancement in the definition of the supply of professional continual training for teachers, which would be based not only on the specific visions and capacities of those providing it, but also on a conceptualization that integrates the definitions of best practices as agreed upon and set forth in standards, with the real situation of the needs of schools and teachers in their specific contexts.

Another challenge that must be addressed relates to the development of capacities within the agencies that are responsible for imparting continuing training. The weaknesses of initial training institutions are often passed on to continual training, with the aggravating factor that this function is generally a secondary priority within such institutions. Initiatives addressing this problem have been attempted, and exploration of such possibilities should continue to be explored; such programmes range from the creation of agreements with higher education institutions that stipulate precise requirements in terms of the relevance of contents, academic rigor, and articulation with school practices, through to internships in international academic centres.

Furthermore, an additional issue that requires special attention is that of the demands of continual

⁹ A review of actions implemented in the region permits the identification of the following classes: refresher or update courses in subject matter and/or teaching skills; scholarships for postgraduate qualifications in specialized fields, or master's programmes; distance learning programmes using ICT, using e-learning or b-learning mechanisms; pedagogy reflection workshops within or between schools; tutelage or mentoring with renowned teachers; expert advice in the classroom; domestic and international internships.

training. The tendency to consider attendance as the only requirement for certification must be overcome, incorporating the evaluation of the effective level of learning achievement and capacity to translate content learned into improvement in teaching practices. Certifications should reflect professional learning achieved, rather than mere participation in training activities.

The needs of public policy, the demands of schools, or the dynamics of the market often exert pressure towards a generalization of supply that renders difficult regulation to ensure the required quality. This increases the complexity of the challenge of quality, but does not provide an exemption from the need to face this challenge.

One path that could make continual training actions much more relevant is the consideration of the results of performance evaluations, be they national and standardised or conducted by school principals.

e) Teachers' professional development: policy requirements.

Facing the challenges discussed above presupposes at the very least consideration of the following requirements for policies supporting the professional development of teachers.

The first requirement relates to the need to articulate three different perspectives and interests: those of the teachers themselves, seeking better opportunities in their professional careers (access to more prestigious schools with more favourable conditions, securing economic stimulus packages, etc.); those of the schools, that require that their teachers overcome certain significant weaknesses detected in institutional assessments; and those of

the State itself, which requires that teachers be in a suitable condition to implement curriculum changes or to cover certain shortfalls apparent in assessments of learning outcomes or teacher performance. Achievement of this articulation is a complex matter, but indispensable, as the impact of policies in this area depends on their contextualisation in the school environment and on the commitment of teachers involved, both individually and collectively.

A second requirement relates to the need to set priorities in terms of the coverage that must be attained by continual training programmes in order to attend, at different times to significant segments of the teaching community. In order to bring about real improvements in teaching capacities, a sufficient investment of resources must be made. A noteworthy example in this respect is the experience of Brazil with the Fund for the Maintenance and Development of Basic Education and the Valuation of Teaching (FUNDEF), implemented since 1998, which, among other budget items, assigns special resources for the continual training of educators. (Vegas, Petrow, 2008). Nonetheless, faced with the scarcity of human and financial resources needed to offer opportunities to all teachers at the same time, the question is how to decide which teachers will be given preference. If places are assigned according to the motivation of the teachers, the programme runs the risk of favouring a select group that shows greater interest and is always willing to make large sacrifices in order to improve. It therefore behoves the political authorities to define priorities based on the emphasis of the national curriculum and its reforms, and/or on the results of assessments of learning of teacher performance. The usage of a combination of these factors permits the identification of teachers with greater weaknesses, and of general areas that require more support.

A third requirement relates to the means of establishing stimulus packages and conditions that promote teacher participation in training activities. These stimulus packages, which could take the form of postgraduate scholarships or resources for activities in the school, should be devised such as to ensure that they are destined and used in relevant and pertinent programmes. According to international experiences and the perception of teachers and school principals, one of the most critical conditions in achieving this is the assignment of periods during the working day during which teachers may reflect on their practices, work in teams, conduct research, review professional literature, and take part in activities relevant for their training or acquisition of new innovations. This assignment of time periods is a decisive factor, especially in articulating training with the school context.

Significant debate exists regarding the usage of economic incentives to promote participation in continual training activities. In fact, most teaching careers in the region include incentives for teachers who participate in training activities. This is certainly valuable as it stimulates participation and provides recognition for the efforts made by teachers, often during time outside of the working day. However, these stimulus programmes, due to the way in which they have been defined, have also led to significant distortions, as they encourage mere attendance and a certificate-based outlook, regardless of learning outcomes achieved and their translation into improved teaching practices. Nonetheless, if the incentive is not associated to requirements in terms of real effort directed towards learning, it lacks strength. *“If teachers have a high probability of being rewarded without any change in their behaviour, the mechanism no longer provides any incentive to improve teaching and learning”* (Vegas, Petrow, 2008). Conversely,

and in terms of the supply of training, this effect tends to lead to inflation without the necessary measures to ensure quality. Furthermore, it becomes difficult to provide recognition for non-formal training practices that occur on an everyday basis in schools, and which are increasingly highly valued for their high impact.

The fourth significant requirement to be addressed, and a recurring theme in specialized literature, is the need to build career paths of professional development, distinguishing stages in the working life. Here the challenge is to give due consideration to each stage in the career path, from supporting new teachers through to the assignment of roles as tutors or advisors to more experienced teachers who have shown exemplary performance. Although only a small number of attempts have been made in this regard, they must be analysed and used to define differentiated courses of action. During the initial phase, teachers need strong support that aids their insertion into the workplace in specific school contexts, where they take on responsibilities for which they often feel unprepared. Experiences of induction programmes in developed countries – and some emerging countries in our region – deserve to be analysed and emulated where possible (Marcelo, 2011). Recognising that new teachers need special support stems from the observation that they are the group most likely to leave the profession. (Vegas, Urquiola and Cerdán Infantes, 2006 cited in Vegas and Petrow, 2008). During later stages, it is important that teachers be able to advance, depending on their performance, through levels of medium and higher development, and that some may become experts. (Berliner, 1994; Berliner, 2001; Danielson, 2011)

The final requirement considered here is to answer to the question of how public institutional frameworks may regulate and assess the supply of

continual training offered by academic institutions and private training bodies, in order to guarantee their quality and relevance. To fail in this regard is to run the risk of distracting teachers from their core activities with actions that are largely insignificant.

In summary, the greatest challenge related to teachers' professional development lies in providing an effective response to the need to guarantee the support necessary for teachers to build their competencies, their motivation, and their commitment to the learning achievements that society expects all students to attain, thus achieving a suitable equilibrium with the growing responsibilities and accountability requirements that define the context of performance to an ever greater extent.

4.3 The teaching career

The challenges of initial and continual teacher training, addressed in the previous sections, can only be faced successfully if at the same time efforts are also made regarding the challenge of reformulating teachers' professional career. In Latin America and the Caribbean, such efforts must start from a situation in which teaching is not a profession that is sufficiently valued by society, in a clear contradiction of predominant political and economic discourse, wherein education is granted a decisive role in achieving social equality and growth. For this reason, a fundamental step must be to make progress towards the valuation of teaching, without which strong candidates can never be attracted and those who show excellence in their performance cannot be retained.

In this regard, particular relevance must be ascribed to efforts to construct a professional teaching career, offering broad and meaningful possibilities for development and opening up opportunities for those who show an effort to make full use of their abilities in the service of high quality and equitable education.

The fundamental change demanded by the new agenda in this area is to move away from a teaching profession based on the recognition of a career path that associates salary progression with years of experience, and towards teaching careers that base progression on performance and which are oriented towards professional development from a perspective of quality and equity in education.

With regard to this fundamental change, the following key dimensions will be addressed in subsequent sections: focalization of the career on teaching activities in the classroom; teaching performance as the means of making progress in the career; recognition through commensurate remunerations, incentives, and favourable working conditions; and the articulation of the teaching career with entry into the workplace and school management.

a) A career centred on teaching activities in the classroom

Traditionally in the region, the existence of a career is valued by teachers as the mechanism that allows them to gain access to educational tasks outside of the classroom, be it in management, technical-pedagogical work, or research. This is not always based on genuine interest, but rather as a response to the lack of opportunities for promotion or recognition for those whose sense of

vocation leads them to stay in school teaching. The result is a constant migration of the best teachers away from the classroom, to the evident detriment of students' learning – a phenomenon that sadly has a stronger effect on teachers who work in the most difficult environments due to the socio-economic conditions of the pupils. Furthermore, young, talented, innovative teachers, faced with the devaluation of their efforts, tend to abandon the profession.

Action must be taken to overcome this serious effect, establishing a design for the teaching career in the service of high quality education, which implies giving a favoured position to classroom teaching work. In Latin America, few career structures distinguish teachers into novices, competent practitioners, and experts (Berliner 1994; Danielson 2011); and there is no doubt that this is a serious failing, given the 'flight from the classroom' of the best, in order to advance in their careers. The central innovation to establish in this context is that there must be a differentiation of teachers in the classroom, depending on their level of advance in the competencies intrinsic in experience and training. Those who choose to stay in the classroom must receive bonuses, recognition, and incentives necessary to promote their decision to carry on teaching. Additionally, the new career structures should open the doors for new knowledge, for continuous improvement and innovation, and to support young teachers or those who show shortcomings in their performance. Of course the way out towards management and technical roles must remain open, considering the importance of these functions in education quality, but they should not be situated as the only means of promotion in the career.

b) Performance at the heart of the teaching career

In most countries in the region, teaching careers take into account years of service and participation, often passive, in training activities, as the key factors in promotion or salary increases. This situation does not incentivise or encourage teachers to go to the trouble of innovating and seeking new ways of teaching. When they do make such efforts, they see many colleagues achieving the same or greater increases in their salaries, simply through the effects of time elapsed or through undertaking training activities that place few demands on them.

This situation presents a challenge to explore professional career designs that are centred on quality in teaching performance. This is not a matter of ignoring experience or relevant training that is translated into learning achievements by teachers, but rather a way to assess and then reward effective performance as the means of advancement in the career.

Organising the career around performance implies paying attention to mechanisms for the assessment of teaching work, an issue that is undeniably complex but which must be addressed. Without an objective and transparent assessment system that is based on validated standards, there is no way of gauging comparable levels of quality in teachers' performance, particularly considering the context in which they work. It is important that these systems consider a wide range of means of observing and analysing real practices as a function of their effects on students' learning, as well as gathering the opinions of relevant parties. (Schulmeyer, 2004; Terigi, 2010; Isoré, 2010). From the perspective of the acceptability

of evaluation by teachers, the key issue is that is convincing them that without it they cannot aspire to social recognition as professionals.

c) Recognition of teaching work through fitting pay and bonuses

The devaluation of the teaching profession in countries in the region has a serious effect on attracting new teaching with high career expectations, as well as the retention of teachers with promising prospects in other fields. This devaluation of the professional status is closely linked to low wages, inadequate working conditions, and incentive packages that do not reward excellence in performance.

Without doubt remuneration levels and the working conditions under which teaching is conducted are deciding factors in the attraction and retention of good teachers. A lengthy debate continues regarding the salary issue, in terms of both what other professions should be used for comparison and which stages of the career should be provided with the largest economic stimulus packages. Some studies suggest that teachers' salaries in Latin America are higher in relative terms than is generally thought, taking into account income per hour; however, the situation changes on taking into account that most teachers only have a small number of paid hours of work per day. (Morduchowsky 2002, and de Moura Castro & Ioschpe 2007). This discussion must be seen as part of the project, in the medium and long term, bearing in mind the aspiration to a system endowed with highly competent professionals; therefore, average remunerations ought to rise progressively until they attain levels in keeping with this purpose. Furthermore, on visualizing and giving thought to different pay scales and

differentiation systems in salary progressions, one may consider, for instance, that a teacher with seven to ten years of experience is likely to be at a time in his or her life with increasing personal and family commitments, so the system should be able to offer significant pay increases during that stage in the career, subject of course the general principal of good performance.

However, every bit as important as wages are the working conditions and work environment in which teaching takes place, which can prove to be factors determining levels of satisfaction or malaise that are decisive in professional life. This is not simply a matter of material conditions, but also takes into account the climate of interpersonal relationships and the existence of recognition, support, and stimulus for professional development. Certain professional achievements are highly significant to teachers: the first, of course, is the achievement of learning outcomes by their students, but others include the management of innovative projects for their schools, taking on roles as tutors or mentors of new teachers, directing extracurricular programmes with students or activities with parents, and gaining access to scholarships for postgraduate diplomas and degrees, among others. The lack of these opportunities plays a decisive role in the early abandonment of the profession by talented young teachers.

An attractive professional career requires that teachers be able to make progress, in accordance with duly assessed performance, increasing their income and gaining new opportunities for professional development. At the same time, their professional experience and capacities are recognised through duties of technical support and orientation of new teachers. (Rama and Navarro, 2004; Morduchowicz and Carreras, 2002)

d) Teaching career, entry into the profession, and school institution.

A key dilemma involved in teaching careers, when they are centrally managed, is their articulation with the management of school institutions – an issue that is particularly important in the context of decentralization of education systems, as is the case in a significant number of countries in the region. (di Gropello, 2004). In many cases competitive systems exist for the assignment of teaching positions, which fail to ensure that schools have access to competent personnel in accordance with their specific characteristics.

In this environment, it is vital that clear policies exist to address entry into the active practice of teaching, requiring that the State establish not only educational degrees and certificates issued by academic institutions, but also minimum requirements based on meeting agreed standards, which must be attained by those who practice as teachers in schools. The instruments available for these purposes may include examinations do gauge knowledge and competencies and/or assessed practical work experience.

Once a person has been approved to work as a teacher, a significant issue is the assignment of teaching positions, observing criteria of objectivity and transparency while distributing teachers into roles that are in line with their personal capacities and motivations. In particular, and considering the inequality that characterises the region's countries, it is important that stimulus packages be constructed to position highly trained educators with real expectations of achieving learning outcomes in schools that attend to students from the poorest households and in areas that are distant from urban centres. These teachers must feel not only attracted to working in highly

complex schools but also stimulated to persist in a task that presents indubitable difficulties – requiring commensurate rewards.

With regard to management within school institutions, there are good reasons to favour certain margins of autonomy that it would be unsafe to limit through fixed regulations related to the teaching career. For example, it is important that a school principal be able to assign functions within his or her institution without restrictions stemming from rights guaranteed through a centralized career structure; it is also important that in the entry of new teachers to each school, centralized systems for the management of the teaching career set forth rules that provide space for the freedom of choice, by both establishments and applicants. For instance, a principal may be able to pick from a shortlist provided by the administration; while an applicant for a teaching post may likewise choose between different possible places of work, within a set framework. From the points of view of both the institution and the teacher, this is a necessary condition for the construction of teaching teams capable of generating and maintaining effective schools in terms of both education quality and equity. (OECD, 2010)

In turn, school management requires a high level of participation from all stakeholders in the education community, not least the teachers themselves. Their contribution to the development of the education project is fundamental, as is the involvement of the school community in achieving the continuing improvement of its teaching staff.

For education management in schools, a crucial issue is the administration of the consequences that the career brings to teachers, through

performance assessment processes. At the upper extreme of assessed performance, opportunities should be opened for outstanding teachers to orient the work of their peers, as well as to contribute to the strengthening of institutional pedagogy tasks, but without making excessive reductions of the time that they spend teaching. The lower end of the scale brings with it the challenge of providing support for teachers who show severe weaknesses in their performance. However, the goal of ensuring that all students receive a quality education may in some cases justify the separation of certain staff members from their teaching duties, either temporarily or definitively.

In synthesis, the construction of a new teaching career may represent a powerful tool for articulating a policy that provides recognition and valuation of the profession and permits significant increases in the capacities of teachers, a decisive factor in achieving the goal of a quality education for all, as set forth in the education objectives at both the regional and the global level.

5. INTEGRATED POLICIES AND PRIORITISATION CRITERIA

From the perspective of any education ministry and its actions, the range of problems and courses of action that this document sets out to synthesise is vast and demanding, especially if one refuses to abandon the criterion of aspiring to integrated answers, to ‘making a system’. The question, then, is that of how to prioritise. The answer should come from nothing less than the historic and political situation of each country, and its arena of policy deliberation. In conclusion, we present a set of prioritisation criteria for this effort of deliberation and decision making.

a) The requirement of ‘making a system’.

In terms of policies for teachers, the documents drawn up by both UNESCO (Dakar, 2000) and UNESCO-OREALC, as well as the agreement reached at Conferences of Ministers of Education, at Havana (2002) and Buenos Aires (2007), make clear the need to possess high quality initial teacher education oriented towards performance in diverse contexts, attracting talented young people by improving working conditions of all active teachers, through effective recognition of the teaching career. Further proposals call for the implementation of a performance assessment system for teachers, based on basic standards agreed upon with teaching unions and social organizations, and for the creation of incentive policies and remunerations that will allow teachers to recover their social and professional valuation. Therefore, it is clear that the emphasis is placed on the need to guarantee *integrated policies* that articulate initial teacher education, insertion into the profession, and continual training.

b) Teacher policies: ‘state policies’.

The design and implementation of *integrated policies* for teachers sets high demands in terms of

policy quality. If there is a real ambition to untangle the thorniest problems and create a synergistic solution to the different decisive factors, then there is no alternative to placing education agendas, and particularly policies related to teachers, in a special category: that of policies that require long term agreements; thus, ‘national’ or ‘state’ policies, in which partisan competitiveness takes a back seat. An energies, procedures, and time are invested in the construction of a shared vision regarding the issues at stake and the courses to follow, not only between government and opposition in the political system, but also in the realms of society and of the unions, where both the teaching community and parents should take part in the creation of fundamental agreements, such as the clear case of the national construction of standards.

c) Centrality of the definition of standards.

As discussed when the component model for quality assurance in teaching was presented, standards and assessment are mechanisms that cut across the different phases in a strategic way: without them it is impossible to take a consistent line in addressing a ‘quality assurance system’. Worse still, without standards it is hard to undertake a valid and useful assessment in order to improve systems, in the absence of parameters to distinguish achievement levels, in any dimension or environment. In answering the question of setting priorities in this phase, the starting point must therefore be the definition of standards (or “estandarts”) that make clear what knowledge and skills should be possessed by a teacher in secondary, primary, or early childhood education in the 21st century. Such a definition, constructed so as to create support and agreement, is the same as having goals, such as parameters to measure distance from a goal, to promote and give order

to the actions of policies and stakeholders in the three major areas that have been identified as strategic issues: initial teacher education, continual training, and the teaching career.

The construction of standards, both in competencies on graduation from initial training and for the performance of active teaching professionals, is both a technical and a political challenge. The first requires reaching the foundations of the best and most widely supported modern ideas on what competencies a teacher must possess in order to undertake his or her delicate and demanding mission under current conditions, and then defining them in terms that permit their assessment, identifying minimum acceptable levels for all teachers who are to be entrusted with public faith in their capacities (moral and intellectual), to take responsibility for the growth of generations of students. The second is even more challenging, as it demands agreements attained through wide ranging participative processes, providing support and authority for the definition thus reached; and beyond even this, it must bring together the profession under the “estandar” that gives it identity and pride, and by which the ordering and prioritisation of the means for attaining its achievement are also supported.

REFERENCES

- Avalos, B. (2007) El desarrollo profesional continuo de los docentes: lo que nos dice la experiencia internacional y de la región latinoamericana, in *Revista Pensamiento Educativo*, Vol. 41, 2007, Pontificia Universidad Católica de Chile.
- Barber, M., Mourshed, M. (2007). *How the World's Best-Performing School Systems Come Out on Top*. McKinsey & Co.
- Berliner, D.C. (1994) Expertise: The wonder of exemplary performance. In J. Mangieri and C.C. Block (eds.), *Creating powerful thinking in teachers and students: Diverse perspectives*. Fort Worth, TX: Harcourt Brace Publishers,
- Berliner, D.C. (2001) Learning about and learning from expert teachers. *International Journal of Educational Research*, 35(5), 463-483.
- Brooke, N. (2005). *Accountability Educativa en Brasil. Una Visión General*, PREAL Documento de Trabajo N° 34, Santiago.
- Bruns, B.; Filmer, D. y Patrinos, H. (2011). *Making Schools Work New Evidence on Accountability Reforms* The World Bank, Washington D.C.
- Calvo, G. (2009). "Innovación e investigación sobre aprendizaje docente y desarrollo profesional", in Vélaz de Medrano C. y Vaillant D., coordinators, *Aprendizaje y desarrollo profesional docente*, OEI and Fundación Santillana.
- Carnoy, M. (2007). "Improving Quality and Equity in Latin American Education: A Realistic Assessment". *Revista Pensamiento Educativo*, Vol. 40, N° 1.
- Corrales, J. (1999). "The Politics of Education Reform: Bolstering the Supply and Demand; Overcoming Institutional Blocks." *Education Reform and Management Series II* (1). Washington, D.C.: World Bank.
- Danielson, C. (2011). *Competencias Docentes: desarrollo, apoyo y evaluación*, PREAL, Documento N° 51, Santiago.
- Darling-Hammond, L., K. Hammerness, et al. (2005) *The design of teacher education Programs*, in L. Darling-Hammond, J. Bransford (editors) *Preparing teachers for a changing world. What teachers should learn and be able to do*. Jossey Bass, San Francisco.
- Di Gropello, E. (2004) *Education Decentralization and Accountability Relationships in Latin America*, World Bank Policy Research Working Paper 3453: Washington.
- Cox, C., Meckes, L. (2011) *Definiciones sobre desarrollo de estándares para evaluar el desempeño docente en México*, Doc. de Trabajo, OECD. Centro de Estudios de Políticas y Prácticas en Educación (CEPPE), Pontificia Universidad Católica de Chile
- de Moura Castro, C., Ioschpe, G. (2007). *La remuneración de los Maestros en América Latina: ¿Es baja? ¿afecta la calidad de la enseñanza?* PREAL Documento N° 37.
- Elmore, R. (2004) *The instructional core*, in R. Elmore, *Instructional rounds in education. A network approach to improving teaching and learning*. Harvard Education Press
- Elmore, R. (2010). *¿Cuándo haya que rendir cuentas, ¿quién se hará responsable?*, in R. Elmore, *Mejorando la escuela desde la sala de clases*, Área de Educación Fundación Chile.

- Fullan, M. (2007). *The New Meaning of Educational Change*, Teachers College Press, New York. Teachers College, Columbia University.
- Fullan M. and Hargreaves A. (1996) *La escuela que queremos. Los objetivos por los cuales vale la pena luchar*, Amorrortu editores, Argentina.
- Hammerness, K., L. Darling-Hammond, J. Bransford (2005) *How teachers learn and develop*, in L. Darling-Hammond, J. Bransford (editors) *Preparing teachers for a changing world. What teachers should learn and be able to do*. Jossey Bass, San Francisco.
- Hobson, A. J. (2009), "On being bottom of the pecking order: beginner teachers' perceptions and experiences of support", *Teacher Development: An international journal of teachers' professional development*, Vol. 13, No. 4, pp. 299., in OECD, (2010) *Mejorar las escuelas. Estrategias para la acción en México*. Paris. Recuadro N° 3.7
- Hopkins, D. (2008). *Hacia una buena escuela*, Área de Educación Fundación Chile.
- Inter-American Development Bank (IADB) (2006). *The Politics of Policies: Economic and Social Progress in Latin America*. Echebarría, K., Lora E., and M. Payne. Washington, D.C.: IADB.
- Ingvarson, L. (2009) Conference "Why are standards important for the teaching profession?". 14 July, 2009, CEPPE- UC: Santiago.
- Isoré Marlene, *Evaluación docente: prácticas vigentes en los países de la OCDE y una revisión de la literatura* PREAL, Documento de Trabajo N° N°46, 2010.
- Kleinhenz, E. & Ingvarson, L. (2007) *Standards for teaching, theoretical underpinnings and applications*, New Zealand Teachers Council, Australian Council for Educational Research.
- Marcelo C. (2011), *Políticas de inserción a la docencia: de eslabón perdido a puente para el desarrollo profesional*. PREAL, Documento de Trabajo N° 52
- Morduchowicz, A. (2002). *Carreras, incentivos y estructuras salariales docentes*. PREAL, Documento de Trabajo N° 45
- Mourshed, M., Ch. Chikioke, M. Barber (2010), *How the world's most improved school systems keep getting better*, McKinsey & Co.
- Muñoz, G.; J. Weinstein, (2009) *Calidad para todos. La reforma educacional en el punto de quiebre*. Lom Editores: Santiago.
- Navarro, J. C. (2006). "Dos clases de políticas educativas. La política de las políticas públicas". PREAL, Doc. de Trabajo N° 36, August.
- OECD, (2005). *Education and Training Policy. Teachers Matter Attracting: Developing and Retaining Effective Teachers*. OECD: Paris.
- OECD, (2009). *Teaching and Learning International Survey (TALIS)*, OECD, Paris.
- OECD, (2010). *Mejorar las escuelas Estrategias para la acción en México*, OECD.
- OECD, (2011), *Building a high Quality Teaching Profession. Lessons from around the World*. OECD, Paris.
- OEI (2010). *Metas Educativas 2021. La Educación que Queremos para la Generación de los Bicentenarios*, Spain.

- Rama, Germán and Navarro, Juan Carlos, “Carrera Docente de los Maestros en América Latina” on *“Maestros en América Latina: nuevas perspectivas sobre su formación y desempeño”*, PREAL-IADB 2004.
- Schwartzman S., C.Cox, (2009) Las agendas pendientes de la educación, in S.Schwartzman, C.Cox, (editors), *Políticas Educativas y Cohesión Social en América Latina*, Uqbar Editores: Santiago; (edition in Portuguese, *Políticas Educacionais e Coesao Social*. Elsevier: Sao Paulo).
- Serres, M. (2011) *Les nouveaux défis de l'éducation. Séance solennelle, Académie Française*. Mardi 1er mars 2011
- Shulman, L. (1987) Knowledge and Teaching. Foundations of the New Reform. *Harvard Educational Review*, Vol. 57, N°1, Spring 1987.
- Tedesco, J. C. (2007). “Gobierno y dirección de los sistemas educativos en América Latina”. *Revista Pensamiento Educativo*, Pontificia Universidad Católica de Chile, Vol.40, N° 1.
- Schulmeyer Alejandra, “Estado actual de la evaluación docente en 13 países de A.L.”, in *Maestros para América Latina: nuevas perspectivas sobre su formación y desempeño*, PREAL, IADB, 2004
- Terigi, F. 2010. *Desarrollo Profesional Continuo y Carrera Docente en América Latina*, PREAL Documento de Trabajo N° 50.
- UNESCO(2000).DakarFrameworkforAction:Education for All: Meeting our Collective Commitments. Adopted at the World Education Forum, Dakar (Senegal), 26-28 April.
- UNESCO (2002). Havana Declaration, Meeting of Ministers of Latin America and the Caribbean Mimeo.
- UNESCO (2007). Buenos Aires Declaration, II Meeting of the Intergovernmental Regional Committee of the Regional Education Project for Latin America and the Caribbean – PRELAC Buenos Aires, Argentina 29 and 30 March.
- UNESCO (2011). Education for All Regional Report for Latin America and the Caribbean, Thailand, 22 to 24 March.
- Vaillant, D. (2004). *Formación de docentes en América Latina. Re-inventando el modelo tradicional*, Ed. Octaedro, España.
- Vaillant,D. “Políticas para el desarrollo profesional docente efectivo”, in C.Veláz de Medrano C. and D.Vaillant,coordinators,(2009),*Aprendizajeydesarrollo profesional docente*, OEI – Fundación Santillana.
- Vegas,E. and Petrow, J. (2008), Incrementar el aprendizaje estudiantil en América Latina. El desafío para el siglo XXI, World Bank.



United Nations
Educational, Scientific and
Cultural Organization

Santiago Office
Regional Bureau of Education for
Latin America and the Caribbean

Enrique Delpiano 2058, Providencia, Santiago de Chile
Tel.: +56 (2) 472 46 06 / Fax.: +56 (2) 655 10 50

<http://www.unesco.org/santiago>