

Evaluation of the International Task Force on 'Teachers for Education for All' (EFA)

Final Report

Tony Townsend
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Executive Summary

The evaluation of the International Task Force on Teachers for EFA was conducted in March 2012. The purpose of the evaluation was to:

- review the Task Force's mandate, the formulation of its objectives, its Action Plan, the structures put in place for the execution of its actions, its governance and funding modalities, in order to identify achievements, analyze the enabling factors and scrutinize challenges encountered and their causes and possible remedial actions taken or to be taken,
- assess the activities and performance of the dedicated Secretariat in order to determine to what extent the efforts of the Task Force have contributed to advancing the goals for which it was set up, i.e. to bridging the teacher gap,
- make recommendations as what measures are to be put in place to revamp international cooperation on the specific issue of closing the teacher gaps.

Documentation tracking the history and activity of the organization included minutes or reports of meetings of the EFA High Level Group, the Task Force, the Steering Committee and the Secretariat; concept papers and reports of policy dialogues, validation workshops and the Kenya conference; Progress Reports and Workplans undertaken by the Secretariat; Grant Applications and Financial Reports; related powerpoint presentations from various Task Force activities; and research reports associated with the teacher gap, either generated by the Task Force or others. In all 60 documents were reviewed. A questionnaire was sent out to all Steering Committee members and others who had been involved in Task Force activities. Unfortunately the response to this was quite poor. A total of 11 questionnaires were returned. During the evaluators visit to Paris in March 2012 a total of 20 interviews with current and former Task Force officers and members, from both EFA countries and donor countries, with current and former members of staff from the Task Force Secretariat and with senior staff of UNESCO, which hosts the Task Force as an autonomous entity. Four main issues emerged in the evaluation. A short questionnaire was sent to Task Force members to encourage further comment. Four completed questionnaires were returned. The interviews, the longer questionnaire and the short questionnaire elicited similar responses. The summary of the findings from these responses, and the reading of the documentation available, is listed below.

Findings from the Evaluation

Finding 1: Continuation of the work of the Task Force

It is very clear from the evaluation that the work of the Task Force was seen to be important and should be continued. There were disagreements about how this might best be done, but there was little disagreement on the value that the Task Force could add to global understanding of issues associated with the teacher gap in EFA countries and the fact that the issues identified within the Task Force mandate would continue to be important in the times leading up to 2015, but also beyond 2015.

Finding 2: The Objectives of the Task Force

A number of respondents suggested that the way the Task Force objectives are currently worded creates difficulties for assessing how well they are achieved. A case has been made that the objectives should be reviewed with the purpose of making the Task Force more able to respond to the needs of EFA countries and to develop strategies, materials and activities that will support them in achieving Task Force objectives.

Finding 3: The Structures of the Task Force

The evaluation found that the working relationships between the Task Force itself, the Steering Committee and the Secretariat in the past may have been an impediment to the Task Force achieving its objectives. To overcome these, it is necessary to clarify the relationships between the three main work groups, the Task Force, the Steering Committee, and the Secretariat. It has not been clear what the roles and responsibilities of each group have been and this has at times led to a lack of progress. The membership, roles and responsibilities of each of the groups should be reviewed with the view of aligning the Task Force objectives with the role for each group in the realisation of these objectives.

Finding 4: The Relationship with UNESCO

There needs to be further coherence between the work of the Task Force and the work of UNESCO. In the evaluator's opinion, this has not been as effective as it might have been because both parties have adopted a stand-off approach. I would argue that an enhanced arrangement based on the current model be adopted. It is important for the Steering Committee to work with UNESCO to find ways to give the Secretariat the autonomy it needs to be able to respond quickly to issues as they arise. This may mean at times that it has permission to bypass the regular UNESCO bureaucracy for certain identified decisions.

Major Recommendations

Six main recommendations have been made for improving the work of the Task Force in the future. These recommendations consider structures, objectives, administration, and strategies to enhance Task Force activity.

6.1 Recommendation 1: Continued Funding Support

That the Task Force should continue its efforts to be funded until 2015, and beyond, as it is clear that the initial mandate to consider issues associated with teachers, related to the EFA and Millennium Development Goals, continues to be a major international issue.

6.2 Recommendation 2: Structures of the Task Force

As a matter of urgency, a Task Force constitution or article of agreement be developed that considers issues associated with membership, mandate, governance and management of the Task Force, and the relationship between the Task Force itself, the

Steering Committee and the Secretariat, clearly defining the membership, roles and responsibilities of focal points, other key people and including succession planning for Task Force leadership.

6.3 Recommendation 3: Relationships with UNESCO

That the Task Force commence discussions with UNESCO, about the nature of the partnership between UNESCO as host, and the Task Force Secretariat as an 'autonomous' entity. The first step towards this is to clarify the role of the Head of the Task Force as being jointly responsible to both the Steering Committee and to UNESCO and to establish a work profile and review of work process that reflects this.

6.4 Recommendation 4: Partnerships with UNESCO

Although the Task Force may remain autonomous of UNESCO in terms of its governance, it should take the opportunity to inform, and to partner with where possible, other divisions of UNESCO that have similar or complementary concerns to those of the Task Force. This could be accomplished by the Task Force sharing appropriate documents (such as annual work plans, reports and the outcomes of this evaluation) with UNESCO and for those divisions of UNESCO that have an interest in issues associated with teachers for EFA countries to share their overall objectives and work plans with the Task Force. This process should be undertaken as transparently as possible to avoid duplication and to establish possible synergies.

6.5 Recommendation 5: Task Force objectives

That a clear understanding of the expectations of the three main partner groups, countries from the south, donor countries and organisations, and UNESCO, be developed, articulated and published as part of the constitution or articles of agreement, to ensure that there is a match between what is needed by EFA countries, what is offered by the Task Force and what is funded by donors, to ensure ongoing synergy and commitment from all three interest groups.

6.6 Recommendation 6: Task Force Mandate

As a result of recommendations 2 and 5 above, that the mandate of the Task Force be reviewed to ensure that the resultant statement of objectives is both appropriate and manageable. Part of this review should consider issues that go beyond 2015.

In addition to the specific recommendations, 16 possible future strategies, directions and activities, are offered for Task Force consideration. It is not expected that all of them will be implemented.

Evaluation Report on the International Task Force on Teachers for EFA

1.0 Terms of Reference

The evaluation of the International Task Force on Teachers for EFA was conducted in March 2012. The purpose of the evaluation was to:

- review the Task Force's mandate, the formulation of its objectives, its Action Plan, the structures put in place for the execution of its actions, its governance and funding modalities, in order to identify achievements, analyze the enabling factors and scrutinize challenges encountered and their causes and possible remedial actions taken or to be taken,
- assess the activities and performance of the dedicated Secretariat in order to determine to what extent the efforts of the Task Force have contributed to advancing the goals for which it was set up, i.e. to bridging the teacher gap,
- make recommendations as what measures are to be put in place to revamp international cooperation on the specific issue of closing the teacher gaps.

2.0 Evaluation Methodology

Documentation tracking the history and activity of the organization included minutes or reports of meetings of the EFA High Level Group, the Task Force, the Steering Committee and the Secretariat; concept papers and reports of policy dialogues, validation workshops and the Kenya conference; Progress Reports and Workplans developed by the Secretariat; Grant Applications and Financial Reports; related powerpoint presentations from various Task Force activities; and research reports associated with the teacher gap, either generated by the Task Force or others. In all 60 documents were reviewed. A questionnaire was sent out to all Steering Committee members and others who had been involved in Task Force activities. Unfortunately the response to this was quite poor. A total of 11 questionnaires have been returned. During the evaluator's visit to Paris in March 2012 a total of 20 interviews with current and former Task Force officers and members, from both EFA countries and donor countries, with current and former members of staff from the Task Force Secretariat and with senior staff of UNESCO, which hosts the Task Force as an autonomous entity, were undertaken. A draft report was developed and circulated to all Task Force Steering Committee members. A meeting to discuss the draft report was held at UNESCO on 30th March 2012, where members of the Steering Committee shared their thoughts about the report and the recommendations. One further opportunity was provided to Task Force members and people who had been involved with Task Force activities to

provide input to the evaluation through a short questionnaire. Four additional responses were received.

3.0 Evaluation Task 1:

Review the Task Force's mandate, the formulation of its objectives, its Action Plan, the structures put in place for the execution of its actions, its governance and funding modalities, in order to identify achievements, analyze the enabling factors and scrutinize challenges encountered and their causes and possible remedial actions taken or to be taken

3.1 Task Force Mandate

My research suggests that there were four factors that came together that saw the establishment of the Task Force. The first occurred over the course of a year or so leading up to the HLG meeting in Norway. Over a number of meetings a group of people who had an interest in both teachers and the EFA goals discussed ways in which teachers might be moved to a more central place on the EFA agenda. The outcome was a suggestion that a Task Force that looked at issues associated with teachers within the EFA framework be established. In the group meetings prior to the HLG meeting and then in the HLG meeting itself, the idea of a teacher task force took hold. Second, was that Norway as host country of the HLG meeting was concerned that HLG meetings went beyond simply talking about issues associated with EFA and actually identified specific activity that would be an outcome of such discussions. They also indicated that they were prepared to support financially such initiatives. Third, UNESCO in the discussions leading to the development of the budget for its new financial cycle had moved from a position of trying to do something about everything to a position of focusing on fewer initiatives but doing them better. It identified four priorities for the new cycle 2010-11, one of which was teachers. The final factor was discussions between the European Commission and UNESCO that suggested that there was money available for a specific EFA targeted activity, but that the EC wanted the activity to be able to respond quickly to issues that arose. They also expressed some concern about UNESCO's previous ability to respond quickly and felt other structural arrangements might improve this.

However, 'teachers' was only one of many themes that were to be discussed at the HLG in Oslo in 2008 and there was no specific intention of forming a Task Force until, in the words of one respondent to the evaluation questionnaire, *'the dynamism of countries and organizations participating in the pre-HLG meeting discussions, [led to] an ad hoc Task Force of interested partners [which] started driving the agenda forward'*. However, the genesis of this dynamism could be traced back to 2007 when three of the interviewees all recalled a series of conversations and workshops where teachers had become a topic of important consideration. In one respondent's words 'We knew all the evidence and it was time to make sure teachers were placed on the EFA agenda'. The initial feeling was to set up an opportunity to consider the question 'What can we do at the country level to help fill the teacher gap?' The theme of teachers thus became central to the build-up to the HLG meeting and resulted in a proposal to form an

International Task Force on Teachers for Education for All. This, in hindsight, was a forward thinking and appropriate proposal based on sound research evidence.

In a document developed by a former staff member of the Task Force, recollecting her memories of the early months, she identifies some critical issues to be borne in mind. First *'Teachers are an essential precondition to the realization of all six EFA goals; they constitute the obvious link between them and EFA will not be achieved without adequate numbers of qualified teachers.'* As argued above, the research was quite clear about the importance of teachers to educational quality and student achievement. The need to promote a better understanding of teacher issues was required within the EFA activity. Second *'a number of relevant teacher-related initiatives and activities already exist at regional and country levels and many EFA partners are involved in different types of activities (capacity building, technical support to teacher policy formulation, monitoring, implementation of teacher training programmes, etc.)... Yet, there is no coordination mechanism at global level and a formidable communication gap exists between EFA partners with ensuing risks of duplication and inefficiency.'* In order to best utilize scarce resources, there was a need to provide an opportunity for countries and organisations to meet and discuss progress towards the EFA goals to ensure that duplication was reduced as much as possible.

With support from both the Government of Norway and UNESCO, the International Advisory Panel (IAP) for EFA established an *ad hoc* Task Force on Teachers for EFA which first met on September 12th 2008 at UNESCO in Paris. A number of EFA challenged countries, donor countries, regional organisations and NGOs attended the meeting. The objectives of this meeting were to:

- *Engage in a broad-based discussion on teacher shortages and existing initiatives/strategies to address them at national, regional and international levels*
- *Explore the development of a HLG "deliverable" on "Filling the teacher gap"*
- *Consider the development of an Action Plan geared towards the execution of the teacher 'deliverable'.*

The second meeting on 16th October 2008, with participants from the same groups, occurred in Oslo for the purpose of drafting a political statement on teachers and an Action Plan aimed at 'filling the teacher gap'.

After the HLG meeting the Task Force met twice in 2009, first when 100 permanent delegates to UNESCO showed up at a Task Force-related meeting in March 2009, where they showed deep interest in the mandate of the Task Force. In June 2009, the first official Task Force meeting with designated country and organizational focal points also had high level representation (such as the Joint Secretary of School Education and Literacy of India, the Director General of the Ministry of Education of South Africa, the Deputy Director General of Education in Norway). These meetings, which occurred prior to the funding from the EC or the donor countries being received, demonstrated the level of commitment to the work of the Task Force and the potential support that could be drawn upon to implement its work.

The importance of mandate of the Task Force was recognised by the July 2009 G8 communiqué, that invited governments to improve the quality of education, with a focus on the recruitment, training, retention and better management of qualified teachers; and welcomed ‘the creation of an international Task Force on “Teachers for EFA”, aiming to address the “teacher gap”’.

The Addis Ababa Declaration also recognised the importance of the Task Force:

“We welcome the work done by the International Task Force on Teachers for EFA. In the light of the 1.9 million new teacher posts required globally, we request that EFA partners sustain their efforts during this time of crisis in analysing the status of teachers, reviewing comprehensive teacher policies and developing specific interventions to ensure equitable and cost-effective teacher recruitment and deployment, decent working conditions and levels of remuneration as well as provision of well-resourced teacher training.”

In the words of one respondent to the evaluation: ‘*the issue of teachers is on the agenda of international forums on the Education for All goals*’ and another indicated ‘*Such a Task Force is highly relevant in order to create momentum to address that issue globally*’.

3.2 Task Force Objectives

From the initial conception prior to the HLG meeting, where the purpose of the Task Force was to enable countries to come together to discuss issues of the teacher gap, to the meeting where the final set of objectives were determined, the range and complexity of objectives grew, as people were not only interested in discussing the teacher gap, but generating specific information related to aspects of it. At the 2009 meeting identified earlier the Task Force settled on the four following objectives which became enshrined in its Action Plan:

- ensure coordination of international efforts and advocacy to fill the teacher gap;
- address the policy gap;
- address the capacity gap;
- address the financing gap.

My perception of this set of expected results is that they could never be achieved by the work of the Secretariat and the Steering committee by themselves, even if the timeline was substantially longer than two years. The impact of the Task Force in these areas could only be achieved by members at the Task Force level participating in the activities organized by the Steering Committee, taking an active part in the decisions reached through those activities, taking ownership of the outcomes, and then taking these back to their own countries to feed into the policy, capacity and financing discussions held by their governments. Even with the full cooperation of task force focus points, this activity would take a number of years.

This would involve two way communications from the Secretariat or the Steering Committee to the members of the Task Force AND in the opposite direction. Task Force

members would need to be communicating with the Secretariat on progress made, on activities undertaken, on policies changed, and the like, for the Task Force to really be able to advocate on behalf of the EFA goals. There is little evidence that this is occurring.

Respondents have commented on the ambitious nature of the objectives:

- *The terms of reference needs to be more responsive to the needs concerning teacher gaps.*
- *The major tenets of the ToRs are still relevant. But very difficult to measure success against.*
- *There were too many activities without being clear on expected outcome of the activity, and too little focus on the facilitating and coordinating role of the Task Force.*
- *the planning documents which were laid down at the foundation of the TF were very ambitious and the basket contained a high diversity of possible areas of work*

It is important for the Task Force to review the four current objectives with the view of having clear statements of intent that can be measured in appropriate ways and be implemented in a timely fashion. The first goal related to international coordination and advocacy remains appropriate. However, the three objectives related to policy, capacity and finance, as they are written, are almost impossible to be achieved by the Task Force and this makes it difficult at all levels for them to be implemented. It is a finding of this evaluation that these require review to be made more achievable.

There is still a need to identify policy, capacity and financing as critical issues within the broader range of issues associated with teachers for EFA, but I believe it is beyond the capability of the Task Force to 'address' these. It would be far better for the Task Force to focus on the development, collection, analysis and dissemination of high quality tools, research, case studies and processes that might be used to support countries that wish to address these issues and to then coordinate expert technical, research or other forms of support that will assist countries to do so. This expert advice may come from people on the Task Force itself, since they will have been dealing with similar issues in their own country, but might also be provided by establishing a list of internationally recognised experts, from both southern and other countries, that might be used as consultants to support country level development.

It is important to think of the period beyond 2015 because decisions that are made now will impact on that period. For instance, given the changes in technology, and a range of other social, financial and other conditions, what types of teachers do we need for 2015 and beyond? What types of training, both pre-service and in-service, might be needed to ensure we have teachers with the skills identified? One might also consider what the implications are for secondary education in post 2015 for EFA countries that have met or closely approached their primary level goals for both students and teachers. There should be a deep discussion of a range of issues that are on the horizon to ensure that

the work of the Task Force contributes in a positive way to the role of teachers in education systems of the future.

3.3: Structures put in place for the execution of its actions

The history of the Task Force suggests it has moved through a series of stages, and some of these have made it difficult for the Task Force to fulfill the mandate given to it. The first stage saw a high level of dynamism, optimism and activity from the time of the Oslo agreement through to the initial establishment of the Task Force itself. My analysis of this period of the Task Force suggests that the speed with which it was implemented brought with it a number of missed opportunities. In the second stage the Task Force went through a period of slow development in 2009 as the process of funding the activities of the Task Force took time. The third stage of the Task Force might be considered as being a period of administrative uncertainty ('paralysis' was one respondent's word), starting in 2010 and continuing into 2011, when the formal appointment of the Head of the Secretariat was followed by a sequence of staffing issues, ones that distracted most of the Secretariat staff from their work and led to a high level of staff turnover. The fourth stage of Task Force development was a period of reconstruction where a new acting Head of the Secretariat started the process of implementing the programme that was expected and reconstructing the Secretariat. During 2011 new appointments were made to the Secretariat. This was followed by a fifth stage which saw the appointment of a new permanent Head of the Task Force Secretariat in early 2012.

The fourth and fifth stages of the Task Force are characterised by new levels of dynamism and activity at the Secretariat level. There has been a further increase in activity of the Secretariat in the last few months and the evaluation has been welcomed by them as an opportunity to refocus the work of the Task Force over the next months.

My judgement is that the Task Force is now in a position to deliver what it originally intended to do in a focused and organised way. It is running behind schedule, but, the evaluation has found that the current Secretariat and support provided by UNESCO should enable the Task Force to be successful in its attempts to fulfil its original work plans by the end of 2012.

3.4 The Structures of the Task Force

There are four main groups that contribute to the work of the Task Force. They are the Task Force itself, that group of donor countries, countries of the south and representatives of major international organisations, that form the framework for which the work of the Task Force is undertaken. To implement the plans of the Task Force a Steering Committee was established to make decisions on behalf of the Task Force and to oversee the Secretariat, which implements the decisions of the Steering Committee. The fourth group is UNESCO as the host organization, which by nature of its managerial oversight of the Task Force budget also has a role to play in the activities of the Task Force.

3.4.1 The Task Force

At the Task Force level, the dynamism and concern to get things moving meant that perhaps not enough thought was given to the administrative structure of the various levels of Task Force activity or how reasonable were the expectations that the Task Force had set itself. One interviewee that had been intimately involved in the events leading up to the formation of the Task Force and had been active during the first year reported that he felt that the objectives set by the Task Force were initially ambitious when discussions leading to the Task Force occurred in 2008, but had perhaps become even more so by the time they were formulated in 2009. He agreed that the objectives were almost impossible for a group such as the Task Force to achieve. He also recognised that for the objectives to be achieved it required considerable work on the part of the Task Force members themselves and he indicated that it was generally difficult for this to be achieved in most international committees of this kind. It could be argued that the Task Force was more like a network of interested people rather than a Task Force designed to actually do anything.

For move towards being a more active force for teacher issues it is necessary to identify both the benefits AND responsibilities of membership, the way in which the Task Force, the Steering Committee and the Secretariat are related to each other and to UNESCO, and the succession planning that is needed for an organisation to exist for more than a few years. The Task Force needs to become more than a meeting of identified focal points once or twice a year. As one respondent indicated, this would *'this would imply that Task Force members be aware of others' knowledge, skills and capacities, have the means to contact specific individuals representing other members and actively focus on doing so in their work programmes'*.

In addition it becomes important to use existing structures, bodies and knowledge to carry out its work, including the organisations that are represented on the Task Force, but also bodies such as *'the Joint ILO/UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel (CEART), supported by a joint ILO/UNESCO secretariat'*.

3.4.2 The Steering Committee

The Steering Committee also seems to work not as well as it might. There has been very little evidence of continuity of membership over the duration of the Task Force and this has been at the co-chair level as well. The result of this is that almost every meeting of the Steering Committee involves an induction process to bring new members up to date. This takes time away from the real business of the meeting. The issue of having both co-chairs sign off on decisions or documents is unwieldy and relies on the co-chairs both having Task Force activity as a priority. This has often not been the case, with required responses from co-chairs sometimes taking quite some time to be received by the Secretariat. In addition, it is not clear how the membership of the Steering Committee is derived, how co-chairs are selected, or how succession from one co-chair to the next should happen. It might be suggested that each co-chair has a two year term, but that there is an alternative year of appointment so that there is continuity

of leadership. It may also be important that a co-chair elect is identified well in advance of them becoming co-chair.

3.4.3 The Secretariat

There has also been a difficulty at the Secretariat level mostly, but not only, due to an unpleasant staffing issue that arose early in the development of the Task Force. The fact that there have been numerous (6) acting heads, interim heads and real heads in a very short period of time has been disruptive to the implementation of the Task Force's programme. However, the Secretariat is now largely in place (with the arrival of a staff member provided on secondment from Indonesia in the next weeks) and has started on a number of projects that aim to fulfill the Task Force objectives. Continuation of the Task Force will lead to a stability of the Secretariat which in turn will lead to more productive activity at this level. However, it needs to be made clear that the Secretariat is the administrative and coordinating body that enables activities to happen, rather than one that has to organize the activities themselves. The use of consultants, researchers and in country members of the Task Force is important to ensure that the Secretariat is able to respond to a range of country requests rather than organizing activities for them.

3.4.4 The Relationship with UNESCO

The evaluation has found that there were particular issues associated with the establishment of the Task Force that have led to its current configuration. Potential donor countries required that the Task Force be an autonomous unit, one that could respond quickly to the objectives agreed upon. This urgency was highlighted by one respondent who referred to the 'dynamism visible in the early days' coupled with the partner's 'faith in its mandate'.

Since the start UNESCO has maintained its supportive role, hosting the Task Force, providing facilities for it, and assisting with staffing for the Secretariat of the Task Force. It has also provided the fiscal support system for overseeing the budget and ensuring that reports to the donors were completed at the correct times. The finance office of UNESCO encountered some problems with the funding mechanisms used by the non-EC donors, where the funds granted became part of a common pool of money to be used in ways agreed upon.

On balance, the evidence suggests that the current partnership between UNESCO and the Task Force is working and should continue into the next phase of the Task Force's development. There is stability now in the Secretariat that has not been there up until this point in time and the ADG (Education) of UNESCO has given a strong commitment to continue the strengthening of the partnership.

However, one issue that needs further clarification is the issue of 'autonomy' and what that really means. It is my judgement that the central component of the relationship should be the understanding that the Head of the Task Force has a dual responsibility to the Steering Committee of the Task Force and to UNESCO. Since there is a contractual relationship between the current Head and UNESCO (through employment) but also is a clear expectation of autonomy for the Task Force, the best way forward is for the co-chairs of the Steering Committee to negotiate with the ADG of the Education

Sector of UNESCO in developing a set of work expectations for the position of Head of the Task Force Secretariat and for the co-chairs also to be involved in any professional development and review conversations as well. This understanding will enable the Head of the Secretariat to have a clear line of responsibility and work expectations.

Following on from this, it is the responsibility of the Task Force, through the Steering Committee, to negotiate partnerships with UNESCO where appropriate, and the responsibility of the Head to then enact decisions related to these partnerships.

Perhaps the first step towards moving towards this partnership approach would be for the Task Force to require the Secretariat to engage in a discussion with appropriate divisions of UNESCO to share information, on work plans, on reports and on future planning, with each other on an annual basis to ensure that there is a complementarity of activity. Such sharing would also identify spaces where shared activity might be appropriate. The results of these discussions would then be put forward to the Steering Committee for its consideration.

3.5 Task Force Finance

The European Commission provided €1,044,165 to support the work of the Task Force through the project “Providing, Keeping and Rewarding Good Teachers for EFA”. These funds were subject to the specific regulations that govern funding through the European Union and so they became part of a dedicated account within UNESCO. UNESCO wrote this grant and as such became an agent for overseeing how the funds would be spent. However, because of the specific nature of the grant requirements a range of activities for the Task Force were written (and would be expected to be undertaken by the European Commission) prior to the Secretariat being formally established. Part of the funds would be used to employ people within the Secretariat, including the Head, so UNESCO also became responsible for these appointments. This has created some difficulties with maintaining the perception that the Task Force’s was ‘autonomous’ from UNESCO.

The Task Force also received funds from three countries to support the work of the Task Force. Funds from Norway (1 million USD), Germany (€ 590,000) and France (€220,000) provided support for the four objectives mentioned above in the document entitled “International Task Force on ‘Teachers for Education for All’”. These partners enabled their funds to be pooled and spent at the discretion of the Task Force. So the total budget contained two different types of money, one that was targeted towards previously identified activity and the other where there was some flexibility.

In addition to money, there were also in-kind contributions from Germany and Indonesia, who seconded staff members to the project and also from UNESCO which provided office space and technical support. The overall budget as identified in the ‘Teachers for Education for All’ document was USD 7,081,535. UNESCO was the implementing agency for both the EC and donor country projects.

The evaluation has found that the financial and accountability exercises, for ensuring that the funds generated by the Task Force are properly expended and accounted for, has been done in a way that conforms to the requirements of the EC. However, due to the various delays that have been referred to in this evaluation, by the end of December 2011, there was still in excess of USD 1.39 million in the pooled special account and over € 700,000 in the EC account. An application was made to the European Union to change the length of the project from 24 months to 36 months due to the implementation delays referred to previously. This application was accepted by the EC and the funds will now be expended by the end of 2012.

3.6 Achievements

One respondent to the questionnaire sent out identified the Task Force as *'having a mobilising and unifying effect.'* Its *'meetings and conferences were positive contributions towards awareness of teacher issues'*. Another suggested that it *'has proved a very fruitful forum for bringing up issues relevant to TE'* and another indicated *'information provided and experiences shared have been sufficient to provide guidance to member countries committed to bridging gaps in the teaching profession'*.

3.6.1 Progress Reports January 2009-February 2010 and Report of Activities 2011

The progress reports provide a helpful background to the work of the Task Force, identifying the origins, mandate and overview of the action plan. The document the membership of the Task Force as being 64 countries and 18 organisations in the 2010 report, however there is no mention of what countries they are or what categories they represent. This becomes *'over 60 countries and over 20 international institutions'*, again not named, in the 2011 Report of Activities. My interviews identified the reason for this as being some countries who initially indicated an interest in the work of the Task Force have had no interaction with the Task Force since. However, it is important for the Steering Committee to maintain regular contact with countries and agencies, and also that each contact must be meaningful, adding something that might be useful within the country each time contact is made. Perhaps a periodical bulletin from the Steering Committee containing its latest activity and useful references or websites on a particular issue (say *'strategies to lower teacher attrition'*) would help to demonstrate to members the value of being active within the organisation. Also, if the Task Force is to be an advocacy organisation, recognising your members is one form of encouraging others to join.

The reports indicate a range of activities that the Task Force has undertaken. The reports describe a number of activities, meetings and events undertaken **by** the Task Force in the time period identified.

The Report of Activities (December, 2011) identified a range of activities that were undertaken by the Secretariat on behalf of the Task Force. However, in the 2011 report these activities were addressed under headings that did not match any of the four objectives of the organisation:

- Advocacy and policy dialogue on teacher issues including advocacy for increased resources.
- Collection and sharing of information, experience and good practice as well as dissemination of policy relevant analytical work on teacher issues through the website and the e-news brief
- Research to broaden the knowledge base through analytical desk studies and literature reviews
- Response to demand driven technical support to countries with regard to the teacher gap

Although, to a certain extent, the Task Force's objectives have been more directly addressed at the conclusion of the report (although they are somewhat hidden because the conclusion of the document is about one third of the way through the mountain of paper, since the document also contains full reports from a number of activities), it would have been helpful to have a matrix that aligns these two different sets of headings to establish clearly which of those activities reported under the headings in the 2011 report could be identified as fulfilling one or more of the Action Plan objectives. Such a matrix would clearly identify the Task Force's work in each of the identified areas of concern.

However, my concern is that the reporting of these events is simply descriptive, rather than analytical. For instance, the following statement was made: "*Task Force activities during 2009 focused primarily on advocacy efforts for more and better qualified teachers, in particular during the following meetings in 2009...*". No detail is provided as to what 'advocacy efforts' were undertaken at these meetings. It is important when reporting on what the Task Force does to support the objectives that a detailed account of what was done is provided. Neither does the report indicate any outcome of this advocacy nor any follow up activity undertaken to connect with the people who attended the conference. If these were done, they should be documented. Just going to a conference is not advocating for anything and further specific details should be provided. These might have happened, but they are not evident in the report. One of the responsibilities of Task Force membership should be to provide regular updates to the Steering Committee so that the Secretariat can maintain an ongoing database of in-country changes to policies or practices associated with teacher issues for EFA.

For each of the items mentioned, there is only a brief discussion of the event, without there being any real analysis of the outcomes of the event or possible follow up activities that might emerge from the event that could be recommended either by the Secretariat to the Steering Committee or the Steering Committee to the Task Force. Yet there were a number of issues identified at these meetings or events that are worthy of consideration, when the full reports are read.

When the Report for 2011 was presented to the Steering Committee at its meeting in Paris on 6th February 2012, the minutes reported the following issues:

- There was a general consensus that the report was too descriptive and long and lacked an analytical perspective.

- It was recommended that an analytical and critical approach be adopted in the future. Members suggested that future reports include a chapter on outcomes, impacts, at levels of, policy and practice as well as lessons learned. To this end, a tool to assess the impact and outcomes of the Task Force activities could be considered.

The evaluation has found that the Secretariat has taken this issue very seriously and the evaluator has seen an updated Planned Activity for 2012 report where these issues have been inserted.

These comments support the views of this evaluation, and it is necessary for reports to be more analytical, especially when considering the nature of the impact that specific activities might have on Task Force goals and there is also a need for connecting the activities of the Task Force in a much more defined way.

The main point that I wish to make here is the need for connectedness from one event to the next, to ensure that there is not a duplication of activity and that progress is made in a planned and incremental way. By identifying a series of future possibilities from one event and then by linking these with subsequent plans and events, people involved in the Task Force's activities will see progress from one event to the next. Conferences or policy forums cease to be seen as a random activity. The website can become a key linking agency for this progress, as participants will be able to access the information they need to progress their own and the Task Force's agenda.

3.6.2 Planned Activities for 2012

It is clear from this report that the Task Force has taken on a very challenging and varied set of tasks for the year 2012. The range of tasks are tied to the objectives identified by the Action Plan and will make a great contribution to moving the organisation towards its objectives.

When the Planned Activities for 2012 was presented to the Steering Committee at its meeting in Paris on 6th February 2012, the minutes reported the following issues:

- Some members opined that though the plan of activities is well-organized and relevant, it seemed ambitious given the financial and human resource and time constraints. It seemed feasible with the cooperation of partners.
- There was general consensus that the table at the end of the work plan for 2012 was very useful in providing an overview of the activities including the timeline. It was suggested that the table should be revised to include information about costs, partners and outcomes to provide more clarity.
- It was also suggested that the work plan should illustrate how individual activities reinforce each other and how they could lead to the achievement of targets.

During the course of this evaluation, the Secretariat reviewed and rewrote the work plan for 2012, taking into account the suggestions of the Steering Committee and along the lines that have been suggested in this evaluation. The revised work plan now contains

details of implementing partners and specific outcomes for each activity, together with a statement of how the product of the activity might be used. This shows that the Secretariat has taken the suggestions into their new way of planning the work of the Task Force and these should continue into the future. Perhaps two further suggestions that might be considered within this framework of planning would be that some consideration should be given, where possible, about how the impact of the activity might be measured and secondly how any particular activity connects to others both prior to it and after it. This would ensure that the work of the Task Force is seen as developmental and building on what has previously happened.

One respondent argued that one of the programmes identified in the 2012 Work Plan, namely, Country support: Developing a model of country-led, multiple-stakeholder participation in the diagnosis of teachers' issues aimed at improving policy development *'should be at the heart of activities for 2012 and beyond. In that connection, the work could be broadened beyond the TTISSA methodological guide to include other partners and tools such as the ILO's soon to be released (after much delay and several announcements) "Handbook of good human resource practices in the teaching profession", to be available initially and online in three languages (English, French and Spanish).* The World Bank's *System Assessment and Benchmarking for Education Results* (SABER) considers issues of teacher policies and might be an additional resource to support countries in this way.

3.7 The Teachers for EFA website

The website is currently undergoing a complete redevelopment that will make the website more user-friendly. It will contain more links to documentation and other resources and will provide an opportunity for Task Force members to interact online. The new website should be available by the end of March 2012. This section has contained a series of achievements that have been made by the Task Force since its inception. It is my judgement however that many of these achievements had elements that could have been followed up and were not. It is important for the Task Force to be seen as more than simply an event driven organisation. Every activity that is planned needs to have outcomes that are associated with that activity and preferably those outcomes should lead to new activity.

Since the purpose of the Task Force is to support discussion and decisions that will improve teacher gap issues, then it is also important that each piece of research, each policy dialogue, each conference and each country capacity building activity, lead to a policy brief that can be used by Task Force members to support change in their own country.

4.0 Evaluation Task 2:

Assess the activities and performance of the dedicated Secretariat in order to determine to what extent the efforts of the Task Force have contributed to advancing the goals for which it was set up, i.e. to bridging the teacher gap.

It is clear that the Secretariat has gone through many difficulties up until the point of this evaluation, as mentioned above. In brief they are:

- Delay in funding meant that the Secretariat was not established quickly and perhaps some of the early enthusiasm for the Task Force diminished.
- Because the Task Force Secretariat was based in UNESCO there were some concerns about its autonomy.
- Staffing issues meant that the Secretariat was less effective than it should have been for about a year.
- Plans and reports from the Secretariat have tended to be descriptive rather than analytical or target driven.
- Much of the activity was in the advocacy area at an international level rather than leading to changes in policy, capacity or finances related to the teacher gap issues at the country level.

As a result of this evaluation, the following has been found:

- The Secretariat, with the appointment of the new Head, is now complete (once the new Indonesian secondment arrives in the next few weeks), it is well-lead and operates as a team. I believe that it will now have stable staffing over the course of the grant.
- I have been given assurances from a number of senior staff in UNESCO, including the ADG of the Education Division, that everything will be done to facilitate the work of the Task Force and to enable it to move towards its objectives.
- Recently completed planning documents are much more outcomes focused, identify partners and costings and address Task Force objectives.
- The 2012 Plan has identified a number of EFA countries that will be supported at the country level in a way that will help them to address their Teachers for EFA issues.

5.0 Major Findings from the Evaluation

5.1 Continuation of the work of the Task Force

It is very clear from the evaluation that the work of the Task Force was seen to be important and should be continued. There were disagreements about how this might best be done, but there was little disagreement on the value that the Task Force could add to global understanding of issues associated with the teacher gap in EFA countries and the fact that the issues identified within the Task Force mandate would continue to be important in the times leading up to 2015, but also beyond 2015. Such activity would be not only important for countries of the South, but also for future planning for donor or partner countries from the north.

5.2 The Objectives of the Task Force

A number of respondents suggested that the way the Task Force objectives are currently worded creates difficulties for assessing how well they are achieved. A case has been made that the objectives should be reviewed with the purpose of making the Task Force more able to respond to the needs of EFA countries and to develop strategies, materials and activities that will support them in achieving Task Force objectives. It is also important that there is an alignment between the identified needs of the countries of the South with a set of objectives that the Task Force can reasonably be expected to deliver, supported by the donor countries. Finally, it is important that aligned with the objectives is a clear set of indicators reflecting reasonable expected outcomes so that it becomes more possible to assess the progress of the Task Force than it has been in the past.

5.3 The Structures of the Task Force

The evaluation found that the working relationships between the Task Force itself, the Steering Committee and the Secretariat in the past may have been an impediment to the Task Force achieving its objectives. To overcome these, it is necessary to clarify the relationships between the three main work groups, the Task Force, the Steering Committee, and the Secretariat. It has not been clear what the roles and responsibilities of each group have been and this has at times led to a lack of progress. The membership, roles and responsibilities of each of the groups should be reviewed with the view of aligning the Task Force objectives with the role for each group in the realisation of these objectives.

I have made mention in this evaluation (3.4.1) that the Task Force is more like a network than a Task Force. The impact of the Task Force as currently constructed can only be successful if members of the Task Force itself become active. It is important for country and organizational focal points to take the results of Task Force activity back to the governments in their own countries or the organisations they represent, and use these results as a means of changing the policies and practices in those countries or organisations. This may result this will also involve changing the way in which countries and organisations design, fund and implement programmes associated with teacher issues. For various

reasons, this has proved a difficult task in most cases. It may not be realistic to think that this can change to any great degree in the future, especially if it relies upon individuals, so it is important to strengthen this aspect of the Task Force. An obligation for each country member of the Steering Committee and an expectation for each member of the Task Force to establish an in country network of people from government, ministries, departments, universities and agencies supporting teacher issues might be considered as one step towards this strengthening of the Task Force. The invitation of a representative from research, policy and practice backgrounds to either the Task Force itself or to the Steering Committee might be another option. Expanding the Steering Committee to more than one representative of each region, might also do this.

5.4 The Relationship with UNESCO

There needs to be further coherence between the work of the Task Force and the work of UNESCO. In the evaluator's opinion, this has not been as effective as it might have been because both parties have adopted a stand-off approach. I would argue that an enhanced arrangement based on the current model be adopted. The UNESCO partnership has enhanced the work of the Task Force by opening some doors much more quickly than the Task Force itself was able to do (get quick access to Ministerial officials, enable visa applications to be processed expeditiously), but because there were concerns (identified by both UNESCO and Task Force respondents) about the nature of the word 'autonomous', there were diminished levels of interaction between the two, when high levels might have supported both. There are two choices. The first is that the Task Force becomes fully independent and establishes its own fiscal autonomy and accountability mechanisms and the second is that Task Force recognises UNESCO as the fiscal agent and that this sometimes means that things might not progress as quickly as they might like. The former would put new responsibilities on the Task Force and use valuable time that might be spent on other issues and I would suggest that this would be a backwards step. The latter would open up the opportunity for much more communication between the Task Force and various programmes within the core work on teachers by UNESCO. It would lead to productive partnerships that would see the maximum use of scarce resources. However, UNESCO, for its part, would need to find ways to loosen the reins a little, to establish strategies for enabling quick, but appropriate responses to legitimate requests, for funds or other supports. It is important for the Steering Committee to work with UNESCO to find ways to give the Secretariat the autonomy it needs to be able to respond quickly to issues as they arise. This may mean at times that it has permission to bypass the regular UNESCO bureaucracy for certain identified decisions. In doing so UNESCO, might find ways in which to forge new partnerships with other groups in the future. A first step towards a better understanding of 'autonomy' within UNESCO might be a clear statement about the responsibilities of the Head of the Secretariat to both the Steering Committee and to UNESCO (since his employment contract is with UNESCO). Partnerships between the Task Force and UNESCO should be negotiated, in the first instance, between UNESCO and either the Task Force itself or the Steering

Committee. One of the Head of Secretariat's identified roles will be to turn these decisions into action.

6.0 Evaluation Task 3:

Make recommendations as what measures are to be put in place to revamp international cooperation on the specific issue of closing the teacher gaps.

The recommendations are presented by themselves, but the arguments leading to the recommendations are contained within the evaluation itself.

6.1 Recommendation 1: Continued Funding Support

That the Task Force should continue its efforts to be funded until 2015, and beyond, as it is clear that the initial mandate to consider issues associated with teachers, related to the EFA and Millennium Development Goals, continues to be a major international issue. The continued funding of the Task Force, in association with the recommendations listed below, will support EFA countries in preparing for their 2015 Report as it applies to policies and practices related to the teacher gap. It is also clear from this evaluation that issues associated with the Secretariat have now been resolved and that a capable team is now in place to move forward the Task Force agenda.

6.2 Recommendation 2: Structures of the Task Force

As a matter of urgency, a Task Force constitution or article of agreement be developed that considers issues associated with membership, mandate, governance and management of the Task Force, and the relationship between the Task Force itself, the Steering Committee and the Secretariat, clearly defining the membership, roles and responsibilities of focal points, other key people and including succession planning for Task Force leadership. The outcome of this activity will enable the Task Force to then be able to consider the range of goals and objectives, related to the initial mandate, but ones that can reasonably be expected to be achieved prior to 2015. The constitution should be simple, but make clear roles, responsibilities and expectations for various individuals or committees. A sample of such a constitution (that might be adapted) is the Transport Task Force constitution, which is available at <http://www.psfc.mit.edu/ttf/constitution.html>

6.3 Recommendation 3: Relationships with UNESCO

That the Task Force commence discussions with UNESCO, about the nature of the partnership between UNESCO as host, and the Task Force Secretariat as an 'autonomous' entity. This should include discussions about the relationship of UNESCO as having a global mandate for education in general and the Task Force as having a specific interest within this field. It is clear that this has not been perceived as successful in its current format and needs to be addressed. In the course of such discussions the Task Force could have a role in supporting UNESCO to develop a more accommodating view of such partnerships. In my view the new partnership should take the good aspects of the current partnership (such as bringing together UNESCO's financial capabilities and global reach and the Task Force's ability to move quickly) and enhance it by higher levels of communication and cooperation that will enable both

groups to act in concert and finding ways in which resources can be released expeditiously to enable this to happen. The first step towards this is to clarify the Head of the Task Force as being jointly responsible to both the Steering Committee and to UNESCO and to establish a work profile and review of work process that reflects this.

6.4 Recommendation 4: Partnerships with UNESCO

Although the Task Force may remain autonomous of UNESCO in terms of its governance, it should take the opportunity to inform, and to partner with where possible, other divisions of UNESCO that have similar or complementary concerns to those of the Task Force. Since other divisions have interests in issues such as teacher attrition, teacher quality and teacher conditions, there are synergies to be developed that might enable both the Task Force and the UNESCO Division to improve the services they provide. As a first step in this process the Task Force should ensure that other units of UNESCO are kept informed of its developments. This could be accomplished by the Task Force sharing appropriate documents (such as annual work plans, reports and the outcomes of this evaluation) with UNESCO and for those divisions of UNESCO that have an interest in issues associated with teachers for EFA countries to share their overall objectives and work plans with the Task Force. This process should be undertaken as transparently as possible to avoid duplication and to establish possible synergies.

6.5 Recommendation 5: Task Force objectives

That a clear understanding of the expectations of the three main partner groups, countries from the south, donor countries and organisations, and UNESCO, be developed, articulated and published as part of the constitution or articles of agreement, to ensure that there is a match between what is needed by EFA countries, what is offered by the Task Force and what is funded by donors to ensure ongoing synergy and commitment from all three interest groups.

6.6 Recommendation 6: Task Force Mandate

As a result of recommendations 2 and 5 above, that the mandate of the Task Force be reviewed to ensure that the resultant statement of objectives is both appropriate and manageable. Part of this review should consider issues that go beyond 2015, such as the types of skills that quality teachers will need given the rapid changes currently occurring, the impact on secondary education if the EFA and Millennium Development Goals are met for primary schools by 2015, and what this will mean for the Task Force. A list of what this evaluator considers appropriate and manageable objectives is contained in the recommendation below.

7.0 Suggestions for Future Consideration of the Task Force

The following suggestions are offered as ways in which the Task Force might increase its influence internationally that will support a better understanding of teacher issues for EFA countries. It is recognised that what follows is within the decision-making role of the Task Force, but this evaluation has identified these issues as worthy of consideration.

7.1 Focus of Task Force Objectives

That, during the development of recommendation 6, the Task Force gives consideration to the following objectives:

- A) That the Task Force commissions, collects, analyses, publishes and disseminates high quality research, and policy briefs, based on the findings, that seeks to address five main topics associated with teacher gap issues in EFA countries:
- Research that considers the importance of teachers to student and school performance and the overall success of the educational enterprise. The statement *Teachers are a precondition to the achievement of each of the EFA goals and they are key actors in bridging both the quantitative and qualitative targets* is used in many places but statements such as this require evidence to support them. The Task Force can play a role in collecting, analysing and disseminating this evidence in ways that can be used to convince governments and communities of the importance of teachers to the development of their countries;
 - Research that considers the role of school and system leadership on promoting improvements in teacher quality and performance;
 - Research that considers improved national (government) or system (department) policy related to teacher gap issues;
 - Research that considers issues associated with the recruitment, retention, support and quality improvement of teachers;
 - Research that considers previous or possible strategies for improving the level of resources directed towards teacher issues, either through new resources or a better use of available resources.
- B) That the Task Force establishes tools, case studies, policy briefs and other resources related to the teacher gap and a list of international experts that will allow it to respond quickly to requests from EFA countries to provide policy briefs, technical or other types of support, focusing on the improvement of national or system policies; on the collection, analysis and reporting of data related to the improvement of teacher capacity (both for teacher numbers and teacher quality), and the development and implementation of activities and programmes using this data; and on increasing the level of government or private funding for issues associated with teachers or an improved use of current funding levels that leads to higher impact of the funds available.
- C) That the Task Force acts as an international advocate for teacher issues associated with the EFA goals by acting as an international hub for the collection and dissemination of research, policy and practice on teacher issues (there is a great deal of international information on these issues that could inform research, policy and practice in EFA countries) and by arranging high quality international activities and events for the express purpose of either generating new knowledge in these three areas or providing the opportunity for this new knowledge to be discussed and used.

7.2 Task Force Administration

That the Task Force identifies specific strategies that will enable it to move from an organization that plans and manages activities and events to one that is able to respond

to demands from EFA countries for a range of support needs. Such strategies would include the development of useful information, tools and case studies that could be used as an immediate first response to any country request and the development of a list of consultants, from both north and south countries, who have the knowledge and experience required to respond to specific issues associated with the teacher gap. A further strategy would be to have regular reports from member countries on progress, issues and needs for teacher gap issues so that the Task Force is able to analyse these situations, and identify or develop appropriate resources and activities to enable it to respond to these issues.

7.3 Outcome focused planning

That the Steering Committee and the Secretariat ensure that documentation related to the ongoing of the work of the Task Force becomes more outcome focused. Minutes of meetings need to have clear statements of decisions made and action that will follow; statements emerging from Task Force events should have clear recommendations to the Steering Committee for action and the Steering Committee needs to show evidence that these were followed up; reports need to clearly identify outcomes that can be associated with identifying the impact of such activities; and work plans need to clearly state expected outcomes and costing for each activity together with ways in which these might be measured as moving the Task Force towards one or more of its objectives.

7.4. Supporting Countries that fall behind in EFA goals

That the Steering Committee and the Secretariat develop strategies that will support countries that are lagging behind their timeline for achieving the EFA goals and to provide them with the necessary research evidence to enable them to improve their performance.

7.5 Task Force Bulletin

The steering committee should develop a strategy that would allow periodical bulletins related to various teachers for EFA issues to be developed and forwarded to focal points in member countries and organisations in a way that will enable these bulletins to be easily sent on to specific groups within those countries or organisations.

7.6 Task Force Advocacy

That as part of the Task Force's ongoing commitment to being an advocate for teacher issues, that it develops a reporting tool that will allow member countries to provide regular brief reports to the Task Force on their country's progress towards the Task Force objectives. Each time the Task Force meets member countries should provide such a report to the meeting so that knowledge of progress within member countries can be continuously updated.

7.7 Ambassadors for Teaching

That the Task Force consider appointing one or more *Ambassadors for Teaching*, high profile people who will speak out publicly on issues associated with the teacher gap and may be also involved at country level to support local people to move towards the objectives of the Task Force.

7.8 Travelling Scholar for Teacher Gap Issues

That the Task Force consider the development of a 'Travelling Scholar' programme, where a senior academic who has been active in research for one or more teacher gap issues is able to provide a series of in-country lectures and workshops in a number of EFA countries in ways that will raise the public awareness of those issues in government and the wider community. A different appointment might be made each year or a number of appointments made in a given year.

7.9 International Coordination

That the Task Force continue to provide the opportunity for people from member countries and organisations to meet, through Task Force meetings or other supported events, such as policy dialogues, workshops and conferences. However, each of these needs to have pre-defined objectives and lead to specific outcomes that will then lead to policy briefs and possible follow up activity.

7.10 Teacher Gap Network

The Task Force should attempt to develop a network of universities, education agencies and teacher associations that may benefit from knowledge about Teacher Gap issues and have demonstrated interest in EFA goals. This network might also be invited to Task Force events to help to raise international awareness of the issues being faced in EFA countries. The Task Force could use its involvement in other organisations' conferences as a means of creating this network. This might include a list of Collaborating Universities, similar to the WHO Collaborating Universities, identifying their expertise in areas associated with the teacher gap that might be used by the Task Force or EFA countries to support their work.

7.11 Reporting on Teacher Gap Issues

That the Task Force develop a set of tools that will support EFA countries to collect, analyse and report on data related to the teacher gap that can be used for the forthcoming 2015 reporting activity. The tools should aim to help governments or education systems document the changes they have made in teacher policies and practices to address the teacher gap, strategies that have led to an improvement in teacher attrition, changes that seek to improve the quality of teachers through pre-service, in-service or informal teacher development programmes, evidence of improved leadership at local, regional and national levels, models that show improvements in teacher salaries or conditions and an overall model that shows the changes in both government and non-government sources of funding.

7.12 Teacher Deployment Research Project

That as a follow up to 7.11, that the Task Force commission a research project to consider the impact of various decisions made about teacher resourcing and deployment on educational quality within selected EFA countries. Such a study might consider the questions of whether there are better learning outcomes for the country by improving teacher student ratios for instance in cities versus rural areas or in slums versus non-slum areas.

7.13 Supporting data collection for 2015

That the Task Force develop a questionnaire focusing on teacher gap issues from a system perspective, one that enables countries to collect, analyse, document and reflect on issues of teacher quality and teacher numbers in a holistic, systemic way, rather than looking at these issues in isolation, since teachers who may in themselves be very good teachers will be less effective if other conditions affecting the education of students are not met (such issues might include nutrition, health, parental involvement, school leadership, safety and other issues). Questions might include: Is it better for our most qualified and dedicated teachers to be teaching in the cities (where the things mentioned above are more likely to be handled well), or in rural areas (where they are handled less well)? Do we get more improvement if we have our best teachers teaching poor, rather than more well off children, or the other way round? How can we measure this?

7.14 Two-way Reporting on Teacher Gap Issues

That the Task Force members agree to provide to the Secretariat regular updates on progress in teacher gap issues as a condition of their continued membership of the Task Force. That the Secretariat ensures that each member of the Task Force is provided with the latest information of teacher gap issues through a quarterly update focusing on progress made by EFA countries for each of the Task Force objectives.

7.15 Task Force Website

That the Teachers for EFA website (currently under reconstruction) be redeveloped in a way that will make it a hub for information on teacher issues that are associated with the EFA and Millennium Goals. It needs to be seen as THE resource base for anyone interested in learning more about the areas in which the Task Force is interested. It should be easily navigated and the front page should clearly show the various streams of information for a first time user to follow. Main themes that need to be identified on the front page would include:

- Information about the Task Force itself, its mandate, goals, history (the Oslo declaration), structure, minutes of meetings of the Task Force and Steering Committee (some of which might be accessible only to members), etc.;
- Task Force Events, conferences, policy dialogues, workshops, both past and forthcoming;
- Task Force Services, what the Task Force can offer to countries or others who request support, e.g. technical advice and support, access to tools, etc.;
- Task Force documents, tools and resources generated specifically by the Task Force either by themselves or in cooperation with other organisations;
- Information on Membership, perhaps two main types of membership, members of the Task Force itself and membership of the e-network; There should be a list of current members, how to become a member (Task Force, e-network individual, e-network institutional); and the services provided to members;
- Connections to other organisations that are closely connected, such as the EFA website, the HLG website, the Millennium Goals website, the UNESCO website, the Teachers' Gap website, etc.;

- It should have a resource section, that would see a connection to a wide variety of international policy documents, research, information and websites that would be of interest to researchers, policy makers and practitioners. It is suggested that these be listed under the eventually accepted objectives for the Task Force (see 7.1) so buttons underneath would lead to teacher impact on student learning, leadership, policy, capacity and finance. Underneath each of these would be a button that leads to research, policy statements, case studies of good practice, usable tools, interesting websites, websites of other organisations interested in this issue, and so on;
- Impact of Task Force, this provides the Task Force with the opportunity to identify how it has made a difference to issues associated with the teacher gap. It might have a world map that identifies the countries that are members of the Task Force, where the e-network members live, countries where Task Force events have occurred, countries where Task Force projects have been conducted (or where current Task Force projects are underway);
- Interesting Conferences, which might provide a calendar of forthcoming conferences where issues associated with the teacher gap are being addressed.

7.16 Website alternatives

Since the Teachers for EFA website will not be readily accessible to many people in EFA countries, that the Task Force consider writing a special grant (to Gates or another Foundation) to fund the establishment of computer access and reliable internet access to selected key people or agencies that would benefit from the information contained on the website. This might be done by the provision of laptop computers and internet connections through the mobile phone system. An alternative might be to reconstruct the website information onto a DVD and then send these out to people who have computer access but do not have internet access (This also would be a grant activity, as a great deal of work would be involved, especially with the resources area).

8.0 Appendices

8.1 Appendix 1: Documents Reviewed

Meetings

High Level Group EFA

- The Dakar Framework for Action: Education for All: Meeting our Collective Commitments Adopted by the World Education Forum Dakar, Senegal, 26-28 April 2000
- Eighth Meeting of the High-Level Group on Education for All 16-18, December 2008 Oslo, Norway
- Ninth Meeting of the High-Level Group on Education for All 23-25 February 2010, Addis Ababa, Ethiopia
- Tenth Meeting of the High-Level Group on Education for All 22-24 March 2011, Jomtien, Thailand

Task Force Meetings

- International Task Force on Teachers for EFA African Representatives Meeting, Nairobi, Kenya, 19 January 2011
- International Task Force on “Teachers for EFA” Terms of Reference

Steering Committee Meetings

- International Task Force on Teachers for EFA: Steering Committee Meeting, Amman, Jordan, July 7, 2010
- International Task Force on Teachers for EFA: Steering Committee Meeting, Nairobi, Kenya, January 18, 2011
- International Task Force on Teachers for EFA: Steering Committee Meeting, Bali, Indonesia, September 15, 2011
- International Task Force on Teachers for EFA: Steering Committee Meeting, 6 February 2012
- List of Members: Steering Committee Meeting, 6 February 2012

Secretariat Meetings

- Secretariat Team meeting minutes, 24th September 2010
- Secretariat Team meeting minutes, 2nd March 2011
- Secretariat Team meeting minutes, 19th April 2011
- Secretariat Website discussion notes, 7th February 2012
- Secretariat Team meeting minutes, 29th February 2012

Policy Dialogues

- Concept paper for First Policy Dialogue Forum of the International Task Force on Teachers for Education for All (EFA) “Teachers, the financial crisis and the EFA challenge of reaching the marginalized” Addis Ababa, Ethiopia, February 2010,
- Report of First Policy Dialogue Forum of the International Task Force on Teachers for Education for All (EFA) “Teachers, the financial crisis and the EFA challenge of reaching the marginalized” Addis Ababa, Ethiopia, February 2010,
- Final agenda of Second International Policy Dialogue: “Providing Teachers for EFA: quality matters” Kempinski Hotel, Amman, Jordan, 6-7 July 2010

- Report on the 2nd Policy Dialogue Forum of the Task Force on Teachers for EFA “Providing teachers for EFA: Quality matters” Amman/Jordan, 6th to 7th July 2010
- Report of Third International Policy Dialogue Forum “Developing and Implementing Comprehensive National Policies for EFA: Teacher Quality and Equity” 13 and 14 September 2011, Bali Indonesia Final Report

Validation Workshop

- Addressing the EFA Teacher Gap: What Makes Effective Policies and Practices in Anglophone African Countries, Validation workshop Accra, Ghana, 19-20 July 2011

Kenya Conference

- Conference Brochure International Conference “Teachers for EFA in Africa: Collaborative Action to Address the Teacher Gap” 19 and 20 January 2011, Nairobi, Kenya
- Concept Note on International Conference on Teachers for Education for All in Africa: Collaborative action to address the teacher gap Nairobi Safari Hotel, Nairobi, Kenya, 19 to 20 January 2011
- Communiqué of The International Conference on Teachers for EFA in Africa: Collaborative Action to address the teacher gap, Nairobi, Kenya January 19 – 20, 2011

Progress Reports

- International Task Force on Teachers for EFA: Progress report January 2009 - February 2010
- International Task Force on Teachers for EFA: Report of Activities, December 2011

Work Plans

- Draft Proposed Work Plan 2010-2011. Prepared by Teachers for EFA Secretariat
- Proposed Work Plan 2010-2011. Prepared by Teachers for EFA Secretariat, July 2010
- International Task Force on Teachers for EFA: Planned Activities for 2012

Grant Applications and Reports

- Application to the European Commission for funding for the programme ‘Providing, keeping and rewarding good teachers’ (EUR 1 million)
- Logical framework for Action Progress report for the programme ‘Providing, keeping and rewarding good teachers’ (December 2011)
- Transfer of Funds document, French Government 26th July 2009
- Transfer of Funds document, Norwegian Government 10th December 2009
- Transfer of Funds document, German Government 26th October 2009
- First progress report for the programme ‘Providing, keeping and rewarding good teachers’ (January 2010-March 2011)

- 2nd progress report for the programme 'Providing, keeping and rewarding good teachers' (Until October 2011)
- Programme Expenditure as of 31st October 2011 for the programme 'Providing, keeping and rewarding good teachers'
- Request to the EC for a one year extension for the programme 'Providing, keeping and rewarding good teachers' (until December 2012)
- Special Account Teachers for Education for All, Financial Status Report 31 December 2011

Powerpoint Presentations

- The International Task Force on 'Teachers for EFA' and Update on the EFA Teacher Gap
- Quality Systems for Quality Teachers: Towards Better Learning Outcomes
- Teachers and the Quality Imperative for EFA
- Guiding Framework of Performance Standards for Arab Teachers
- Programmes and Policies to Apply the Guidelines for Arab Teachers Performance Standards
- Providing Teachers for EFA: Quality matters for relevance of teaching to socio-economic context: The Case of Jordan
- GNIST – "SPARK"
- Learning as Connection: Teaching for Relevance in Changing and Challenging Times
- Teachers for EFA: Teachers and the challenge of quality.
- Partner policies related to teachers in priority EFA countries

Associated Research and Reports

- The 2010 Education for All Global Monitoring Report through a 'Teacher Lens'
- Teacher Attrition in Ghana: Results of a Questionnaire Survey, 2009
- Teacher attrition in Sub-Saharan Africa: The neglected dimension of the teacher supply challenge. A review of literature February 2010
- Teachers and Educational Quality: Monitoring Global Needs for 2015 (Institute for Statistics)
- Africa Education Watch: Good Governance Lessons for Primary Education
- Bilateral Support to Primary Education (Department for International Development)
- Teachers Talking: Contributions of primary teachers to the quality of education in Mozambique
- Qualifying for Quality: Unqualified teachers and qualified teacher shortages in The Gambia
- An international teacher policy framework (ILO)
- A review of major global initiatives related to Education for All (EFA) and the education-specific Millennium Development Goals (MDGs)

8.2 Appendix 2: Steering Committee Questionnaire:

External evaluator of the International Task Force on Teachers for EFA

Questions for Steering Committee

I have been commissioned by the International Task Force on Teachers for EFA to conduct an independent review of the progress of the Task Force. As part of that review I wish to collect information from Steering Committee members and others on various aspects of the Task Force's charter and to consider their progress. There are a number of questions below that address these issues. I would be grateful if you could answer as many of these questions as you can in order for me to gain a better understanding of the Task Force's activity over the past few years. Alternatively, you may wish to simply write a brief statement that indicates your relationship with the Task Force, your perceptions about whether or not the Task Force has been successful in addressing the issues associated with its charter and your views on the future activities of the Task Force. If you wish to ask questions about the review, please contact me at tony.townsend@glasgow.ac.uk.

Professor Tony Townsend
School of Education
University of Glasgow

I. On the Purpose of the Task Force

The International Task Force on 'Teachers for Education for All' (EFA) was established to enhance the global effort to address the EFA teacher gap.

1. How successful would you say the Task Force has been, overall, so far?
2. Why do you think this is so?
3. What have been, in your opinion, some of the most important contributions (ideas, tools, contacts, direct support, etc.) of the Task Force to enhancing the effort to address the 'EFA teacher gap' globally, regionally, or at national level?
4. What is the major strength of the Task Force?
5. With regards to its purpose, is there a weakness limiting the Task Force's ability to fully achieve its mandate? If so, how can it be remedied?
6. What are the main issues facing the Task Force in the next few years (by the benchmark of 2015)?

II. Task Force Objective 1: ensure coordination of international efforts and advocacy to address the teacher gap

1. What have been, in your opinion, some of the most important contributions/major contributions of the Task Force in terms of coordination and advocacy?
2. What have been the outcomes of these contributions at the global, regional or national level?
3. What are the Task Force's main strengths with regard to coordination and advocacy?
4. How could these outcomes be used for more impact?
5. What key challenges still need to be met with regard to international coordination of international efforts and advocacy to address the teacher gap?
6. How might these challenges be addressed by the Task Force?
7. What future opportunities do you see for the Task Force to improve its effectiveness in your country or countries your organization covers in terms of advocacy and coordination?

III. Task Force Objective 2: address the policy gap

1. What have been, according to you, the most important contributions of the Task Force to support the development of informed regional or national strategies or plans to address the EFA teacher gap?
2. What has been, in your opinion, the impact of this contribution globally, regionally, or in your country to support the development of informed regional or national strategies or plans to address the EFA teacher gap?
3. What key challenges still need to be met nationally or regionally to ensure informed planning and policy making to address the teacher gap?
4. How might these challenges be addressed by the Task Force?
5. What future opportunities do you see for the Task Force to improve its effectiveness in your country, or globally or regionally, in terms of support to informed strategy, planning or policy development?

IV. Task Force Objective 3: address the capacity gap

1. What have been, according to you, the major contributions of the Task Force in terms of addressing the capacity gap?

2. How could the proposed work plan of the Task Force for the remainder of its original phase contribute to addressing the capacity gap that you think most important?
3. To what extent do you think that the planned Task Force activities will contribute to addressing key capacity challenges in your country or region?
4. What are the Task Force's main strengths and weaknesses with regard to addressing the capacity gap?
5. What has been the impact of this contribution in your country (or internationally)?
6. What key challenges still need to be met in your country?
7. How might these challenges be addressed by the Task Force?
8. What future opportunities do you see for the Task Force to improve its effectiveness in your country, globally or regionally, in terms of addressing the capacity gap?

V. Task Force Objective 4: address the financing gap

1. What have been, in your opinion, the main contributions of the Task Force in terms of addressing the financing gap?
2. What has been the impact of this contribution in your country (or internationally)?
3. What key challenges still need to be met nationally, regionally or globally with regard to the financing gap?
4. How might these challenges be addressed by the Task Force?
5. What future opportunities do you see for the Task Force to improve its effectiveness globally, regionally or nationally in terms of addressing the financing gap?

VI Administration of the network

1. How often do you interact with the Secretariat?
2. What is the usual form of interaction with the Secretariat?
3. What is the most valuable thing the Secretariat does that supports your work in your own country/organization?

4. What else might the Secretariat do to support your work?
5. Do you initiate communication to the Secretariat on teacher events in your country/ of your organization?
6. Does the Secretariat deliver minutes and other information in a timely fashion?
7. What else could you do to facilitate communication and dissemination of information on teachers in your country (and for organisations, in sharing your organization's work through the Secretariat and the TF network?)

VI. Task Force Activities

i. Steering Committee Meeting, 13-14 September 2011, Bali, Indonesia

1. Did you attend this meeting? (If not please go to the next item)
2. What were the major outcomes of this meeting?
3. What was the most important thing you learned at this meeting?
4. Did you receive the minutes of this meeting in a timely way?
5. Was any follow-up activity planned in relation to this meeting (either follow-up by the Secretariat/the country/TF member organization present in the country) related to this meeting? If so, what was done? Should further follow-up have been undertaken?
6. How did you use the information and decisions made at this meeting in your own work?
7. What might have been done, either nationally or globally, to improve the translation of the information discussed within this meeting into policy development or activities within your own country?

ii. Steering Committee and Task Force meetings in Nairobi, Kenya, 19-20 January 2011

1. Did you attend this conference? (If not please go to the next item)
2. What were the major outcomes of this meeting?
3. What was the most important thing you learned at this conference?

4. Did you receive the minutes of this meeting in a timely way?
5. Was any follow-up activity planned in relation to this meeting (either follow-up by the Secretariat/the country/TF member organization present in the country) related to this meeting? If so, what was done? Should further follow-up have been undertaken?
6. How did you use the information and decisions made at this meeting in your own work?
7. What might have been done, either nationally or globally, to improve the translation of the information discussed within this meeting into policy development or activities within your own country?

On the Task Force Overall

1. Do you think establishing the International Task Force on Teachers for Education for All was an appropriate international response for looking at the teacher gap?
2. Do you think the terms of reference of the Task Force as they were formulated initially and in their current state are appropriate?
3. Do you support the continuation of the Task Force?
4. Are there any changes to the terms of reference that you would make?

Thank you for taking the time to read and respond to these questions. If there are any other comments that you have about any aspect of the International Task Force for Teachers for EFA, please feel free to make these comments in the space below.

Regards

Tony

Do you have any other comments on the work of the Task Force?

8.3 Appendix 3 Short Questionnaire sent after the discussion of the draft report, with responses

Evaluation of the International Task Force on Teachers for Education for All

Your Name: ALL REPOSSES Your Country/Organisation _____

Indicate your level of agreement (Strongly agree, agree, not sure, disagree, strongly disagree) by putting a cross in one of the boxes.

	SA	A	US	D	SD
The Task Force is an important way to address teacher gap issues in EFA countries	xxx	x			
The Task Force has provided an opportunity for countries to come together and discuss important issues about teachers	x	xxx			
I am very supportive of the Task Force	xxx	x			
I agree with the Task Force's objectives	xxx				
The Task Force has added to my knowledge about teacher policies	x	xxx			
The Task Force has added to my knowledge about teacher capacity issues		xxx	x		
The Task Force has added to my knowledge about teacher finance issues		xxx	x		
I have used Task Force research in my own work		xx	x	x	
I have used the outcomes of Task Force activities in my own country		xx			
Task Force events and activities have been well organised	x	xx	x		
Task Force meetings I have attended have been well organised	x	xx	x		
The Task Force Secretariat has worked well	xx	xx			
I have used the Task Force website	x	x	xx		
I am interested in being on the Steering Committee	x	x	x		
I have knowledge on teacher issues that might be of interest to other EFA countries	xxx	x			
UNESCO has too much say in how the Task Force operates	x	x		x	
The donor countries have too much say in how the Task Force operates		x	x	xx	
Countries from the South have too much say in how the Task Force operates				xx	xx
I am interested in being a co-chair of the Steering Committee	x		x	xx	
Overall the Task Force has been successful	x	xx			
I have learned new things by my involvement in the Task Force	x	xxx			
The Task Force should be supported in the future	xxx	x			

1. If there was only one thing that you might say about the work of the Task Force, what would it be?
 - The TF is an excellent platform for partners from all backgrounds to contribute on equal footing to addressing the teacher issues. The three gaps it has set out to address need to be considered simultaneously and both at global and country level for more impact.
 - It has succeeded in raising teacher issues
 - The Task Force does not have sufficient resources in personnel for carrying out its mission. Shouldn't it give itself the aim of producing an annual document on follow-up of the teacher question?
 - The task Force has successfully kept the issues of teacher-gaps alive on the international agenda of EFA, and within its limited resources, has offered responses.

2. What do you think are the top (three?) priorities to strengthen the work of the Task Force?
 - Strengthen focal points' actions at country level among education partners and within regional and sub-regional organizations so that dialogue and actions undertaken at global level are translated into real changes at country-level; and ensure that this is communicated to the secretariat for wider exchange
 - Enable the Secretariat to operate more promptly with little constraint from the host institution's bureaucracy
 - Identify new funding sources for support to actions at country level
 - Focus on country level support
 - More active involvement of task force members
 - Positioning task force to inform and influence global debates on teachers
 - Identifying the essential issues relating to the teacher question and carrying out follow-up on this question in developing countries.
 - Strengthening the continuity between the different activities of the Task Force.
 - Reinforcing the presence and visibility of the Task Force in the international arena.
 - Clearly define its objectives and expected outcomes
 - Widen partnerships to mobilize the level of human and financial resources needed to achieve the agreed objectives, and participate in various international and regional meetings to ensure that bridging the "teacher- gaps" remain high on the agenda
 - Maintain an up-to-date, well informed Task Force portal, paying special attention to progress made globally and country by country.

8.4 Appendix 4: People who took part in the evaluation

8.4.1 Interviews

UNESCO Senior Management

Mr. Qian Tang, Assistant Director General, Education

Mr. Svein Ostteveit, Director of the Executive Office

Mr. Olav Seim, Director, EFA Global Partnerships Team

Mr. David Atchoarena, Director, Division for Teacher and Higher Education

Ms. Mmantsetsa Marope, Director, Division for Basic to Higher Education and Learning

Mr. George Haddad, Director, Education Research and Foresight Team

UNESCO Finance Office

Mr. Akio Arata, Director, Division of Cooperation with Extra budgetary Funding Sources

Ms. Jessica Jeavons, Chief of Section, Section for Bilateral Government Funding Sources

Shantha Retnasingam, Chief of Section, Section for Multilateral and Private Funding Sources

Ms. Margarida Tor, Programme Specialist and Focal Point for cooperation with the European Union, Section for Multilateral and Private Funding Sources

Kristof Vandenberghe, Assistant Programme Specialist, Section for Bilateral Government Funding Sources

Ex UNESCO Senior Management

Mr. Nicolas Burnett, Former Assistant Director General, Education

Mr. Steeve Obeegadoo, Former Director, EFA Global Partnerships Team

Secretariat of International Task Force

Mr. Edem Adubra, Head, Secretariat of the International Task Force on Teachers for EFA

Ms. Shivali Lawale, Programme Specialist,

Mr. Francisco Seddoh, Senior Consultant,

Mr. Julien Hinous, Consultant for website design and development,

Steering Committee Members (Donors)

Mr. Steve Passingham, European Commission

Ms Gerd Hanne Fosen, Norwegian Ministry of Education and Research

Creation of the Task Force

Dankert Vedeler, Deputy Permanent Delegate to UNESCO, Kingdom of Norway

8.4.2 People who responded in writing to the questionnaire or other requests

Steering Committee Members (Donors)

Ms Gerd Hanne Fosen, Norwegian Ministry of Education and Research
Mr Amar Jit Singh, Joint Secretary, Department of Elementary Education and Literacy
Government of India
Ms Winsome Gordon, Jamaica Teaching Council, Ministry of Education
Jamaica
Mr Bill Ratteree, ILO

Ex-members of the Steering Committee

Erfan Diebel, GIZ, Germany
Dagmar Fuchs, Germany
Karin Jahr, BMZ, Germany

Ex-members of the Secretariat

Ms. Gabrielle Bonnet, Education Programme Specialist
Ms Ilse Voss-Lengnik, Education Programme Specialist

Partners with the Task Force

Adote Bar Adotevi, UNESCO Breda (Dakar)
Purna Kumar Shrestha, Education Policy and Advocacy Adviser, VSO International

Consultant

Ms Alexandra Draxler

8.4.3 People who responded to the short questionnaire

Ahlin Byll-Cataria, ADEA
Dennis Sinyolo, Education International
Winsome Gordon, Jamaica Teaching Council
Isidore Boursier-Mougenot, Ministère des Affaires étrangères et européennes