



International Task Force on Teachers for Education for All (EFA)  
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**

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## Acronyms

ADEA	Association for the Development of Education in Africa (ADEA)
CEART	Committee on the Joint ILO/UNESCO Recommendations concerning Teaching Personnel
EFA	Education for all
EMIS	Education management information systems
ICT	Information and communications technologies
ILO	International Labour Organization
INEE	International Network for Education in Emergencies
OECD	Organisation for Economic Co-operation and Development
PISA	Programme for International Student Assessment
SEMEO	Southeast Asian Ministers of Education Organization
SSA	Sub-Saharan Africa
TEFAS	International Task Force on 'Teachers for Education for All'
UNESCO	United Nations Educational, Scientific and Cultural Organisation
VSO	Voluntary Service Organisation

### I. Introduction

The Dakar World Education Forum in 2000 pledged to achieve the Education for All (EFA) goals by 2015. Teachers in sufficient numbers, with adequate professional skills and motivation, are central to achieving all those goals.

Originally focused on the teacher gap, the Task Force is responding to the consensus that the challenges of numbers and quality have to be tackled simultaneously in order to meet the EFA goals. There is increasing evidence that very large numbers of children attend school without achieving significant outcomes in literacy, numeracy, or competencies for life. Thus both governments and international partners are challenged to make sure the acquisition of basic competencies for life by all children attending school is not threatened by expanded access. That means addressing gaps in teacher competencies, motivation and

status. It also means ensuring the financing and the cooperation necessary to close these gaps.

The annual High Level Group meeting on Education for All in Oslo, (16-17 December 2008) endorsed the creation of an International Task Force on ‘Teachers for Education for All’ as a voluntary global alliance of EFA partners. The Task Force has held two previous multi-stakeholder policy dialogue forums. The first, held in Addis Ababa, Ethiopia (22 February 2010) had the twin themes of financial crisis and marginalization, as they affect the teacher gap. The second forum in Amman, Jordan (6 – 7 July 2010), was a stock-taking review of existing policies and practices of countries and international partners, and broadened out the scope to include concerns about teacher quality. The first two policy dialogue forums lead to the holding of the International Conference on Teacher for EFA in Nairobi, Kenya (19 – 20 January 2011) that aimed to develop a collaborative action platform. Its conclusions highlighted and proposed actions and partnerships to address teacher shortages.

The third international forum, the subject of this report, continued the consultations concerning quality, with a regional emphasis on Asia and the Pacific. The Government of Indonesia, co-Chair with the European Commission of the International Task Force on Teachers for EFA, generously hosted the forum in Bali. The forum recognized, by its agenda and presentations that improvements in quality must be accompanied by a solid concern for equity if Education for All is to be more than a slogan.

More than eighty participants representing twenty-seven countries and fourteen governmental, intergovernmental and civil society institutions attended<sup>1</sup>. The main purposes of the conference were to highlight and analyze the policy implications of the intimate relationship between quantitative and qualitative goals, and to begin a process of systematic exchange of concrete experience on reform and change related to national policies on quality.

Participants were requested to focus on three objectives for the two-day meeting:

- sharing country experiences of reform;
- examining issues concerning decentralization and management related to teachers;
- describing and comparing efforts to improve teacher quality (notably for marginalised/underserved communities) through improved recruitment, training and deployment practices.

In the Asia and Pacific region, the nature and scale of teacher-related EFA challenges varies quite significantly. It is in this region that one finds five of the world’s most populated developing countries, most of the world’s countries that are spread through many islands, and many of the world’s smallest countries in terms of population. Some countries have largely met the numerical challenges to EFA, including teacher supply; others face shortages of school places, teachers and material resources to varying degrees. All countries have both successes and difficulties to report. The forum was the opportunity for a rich and intense

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<sup>1</sup> See list of participants in Annex 2.

exchange about national experiences (mostly but not exclusively drawn from the region), international research and policy, and the use of evidence for formulating and implementing reform.

The forum met in plenary sessions for one day, during which case examples and broader normative presentations illustrated the main themes: the challenge of ensuring equity of access to good quality teaching; norms and standards of teacher training and employment conditions; management at different levels; and comparative regional experiences<sup>2</sup>. Four working groups met over the course of the second day to go more deeply into practical experience around teacher management, working conditions and qualifications; post-conflict and otherwise marginalized communities; ICTs and sustainable development; and financing. While the objective of the meeting was not to produce a blueprint for reform, participants did not dwell only on diagnosis of problems but provided many pointers for change based on lived reality.

## II. Situational overview

Human dignity depends on achieving the right to education, which is a moral, political and legal imperative. Teachers are essential for making this right a reality. For teachers to carry out these responsibilities fully they have to be carefully recruited, well prepared, motivated by appropriate working conditions and status, and supported by adequate resources. Achieving equity for learners and teachers is a government responsibility and a central concern for social cohesion.

The introductory sessions were dominated by this overall vision. Speakers welcomed the continued support for the Task Force and its aims and messages. They reminded participants that according to the UNESCO Institute for Statistics estimates 1.9 million additional teachers need to be added to those already recruited or planned to be recruited still very important: 1.9 million teachers need to be recruited worldwide to meet EFA goals (Bruneforth, M. *et al.*, 2009, p. 8). Sub-Saharan Africa is the region with the greatest gap compared to needs **See Figure X. Pie chart requested from UIS** Still, meeting the numerical targets for EFA in terms of enrolments and numbers of teachers is only a partial solution. In fact, placing the emphasis on numerical expansion may mask significant problems in the method of expansion of education systems. While insufficient numbers of teachers represents an unquestionable obstacle for access to education for all, it is clear that simply recruiting extra people who are not qualified or motivated or who leave the profession quickly freezes resources without ensuring quality basic learning for children.

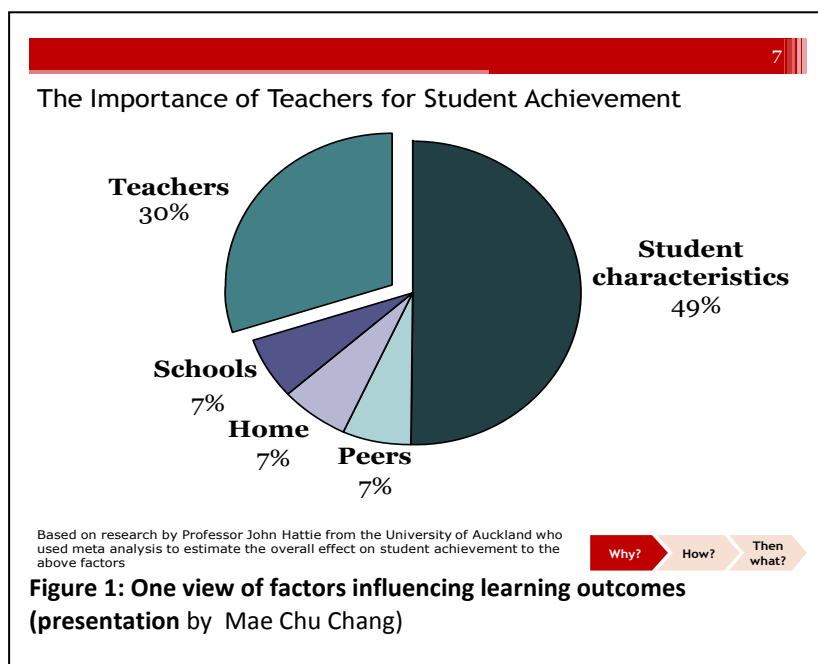
The Organisation for Economic Co-operation and Development (OECD) Programme for International Student Assessment (PISA) surveys have attracted the attention of countries all over the world. It has served as a wake-up call for some countries, and has led many decision-makers to scrutinize those at the top of the PISA league for examples of what works. Inputs are important for the quality of education systems and for learning outcomes, but there is also recognition that good teaching is the result of a complex mix of

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<sup>2</sup> See Agenda in Annex 3.

competencies, working environments, motivation and support, some of which are less directly tangible than others. Quality does not automatically emerge as a result of increased resources. Even when overall conditions are fairly good (high budgets, adequate numbers of personnel), cohorts of “good” teachers need to be effectively and equitably deployed and motivated for there to be systemic improvement.

There was broad agreement on some fundamentals. Teacher quality emerges from a number of factors: training and formal qualifications, financial incentives, teacher/learner ratio, autonomy, resources and perceived status. Employment and working conditions are keys to better quality of teaching and education, although they are not the sole factors of quality. Both the status of teachers and respect for them are intimately related to their performance, in either a virtuous or a vicious circle. Decentralization, such as school-based management, community involvement, or a mix of public and private education, still needs a strong central authority to ensure minimum standards and monitor inequalities. Policy dialogue is a fundamental necessity at all levels: between donors and recipients, central and decentralized authorities, communities and educators, and so on. Costly innovations, such as the introduction of ICTs for teaching and learning, should be weighed for their potential benefits as well as for their opportunity costs, and built-in evaluation should monitor their effects on children’s learning. Research and evaluation must both drive and monitor practice and reform. Finally, although countries share many similarities of broad aims, and frequently encounter the same obstacles, context is a determining factor in setting and implementing policy.



All participants, whatever their institutional backgrounds, recognized that the entire burden of quality improvements cannot be borne by teachers, no matter how much support they have. Student characteristics, broadly reflecting socio-economic, geographic and infrastructural inequalities, play the largest role in student achievement, with teachers very important but nevertheless in second place.

Presentations and discussion revealed a very broad diversity of situations as well as a rich exchange of experience between participants. The forum abounded in ideas and practical examples that identify noteworthy successes, a number of challenges, and pointers for positive change, both within the education sector and in society as a whole.

## Spotlight on Indonesia

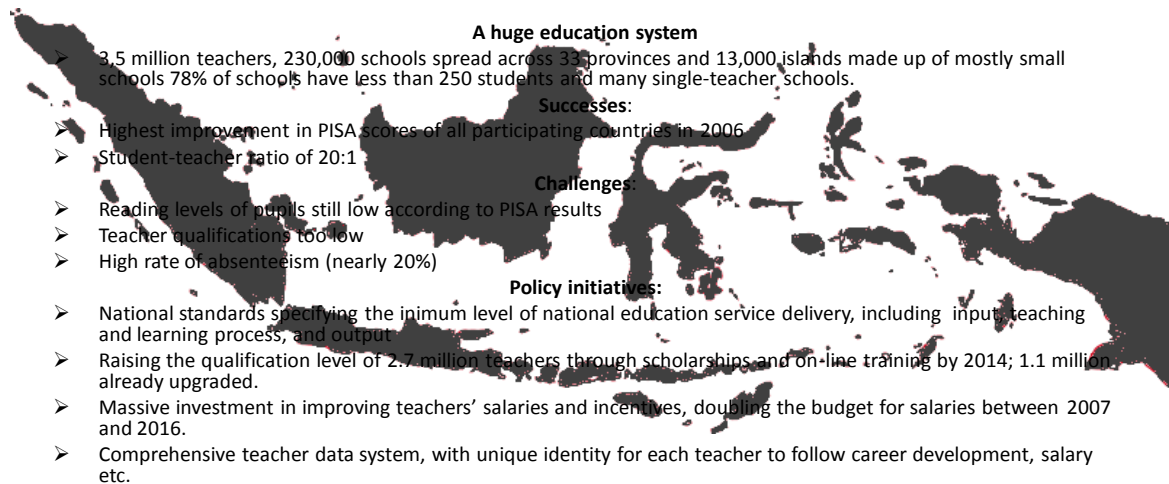


Figure 2

### III. Themes

#### A. Professional development and status

Presentations concerned country experiences in Cambodia, China, Korea, Indonesia, Norway and Lao PDR. Norway's intensive campaign in recent years to improve public perception of the teaching profession paid off both in public perceptions and in enlarging the pool of candidates for the profession. The campaign was thoroughly researched, efforts were targeted at media, and positive results were monitored. The impact of improved status of the teaching profession on quality of education is undeniable and is a potential source of inspiration in countries with very different profiles.

As part of an international survey, VSO in Cambodia carried out a national survey of to teachers' motivation, morale and performance and the quality of education they deliver. Four main factors of demotivation of teachers were identified: salary, corruption and nepotism, poor leadership, and lack of voice of teachers, in that order. Discussions with the government have resulted in a series of measures to tackle these problems, including anti-corruption legislation, improved training, and better system-wide management. Ewha Woman's University is supporting Cambodia as a bilateral cooperation project to improve pupil survival rates in elementary education, because although enrolments are at 90%, dropout is very high, at 40%.

Indonesia is engaged in a concerted effort to improve teacher training and deployment, raise teacher qualifications standards, and incentivize teachers through better



salaries and specific advantages to teach in under-served areas. In Lao PDR, the emphasis is on improved recruitment, pre- and in-service training, and management of teacher deployment and careers. The permanent problem of recruiting and retaining teachers in remote areas is also present in Lao PDR, where lack of teachers who master minority languages is an additional barrier to deploying teachers in some

areas. However, government reform has succeeded in reducing the percentage of one-teacher schools from 40% in 2005 to 27% in 2010(???, 2011, p.)<sup>3</sup>. A combination of housing allowance, early payment, and good follow-up, including home visits, has helped reach this result.

China, the world's most populous country, has achieved near universal basic education and increases in enrollments at all levels. The rate of increase is slowing down as population growth slows. Teacher-pupil ratios are improving by the same token. Significant changes over the last five years include an increase in the academic qualifications of teachers and a narrowing of the gap in teacher qualifications between rural and urban areas. Nevertheless, urban-rural inequality persists, dropout is higher than desired and the children of migrant urban workers are still not adequately served by compulsory education.

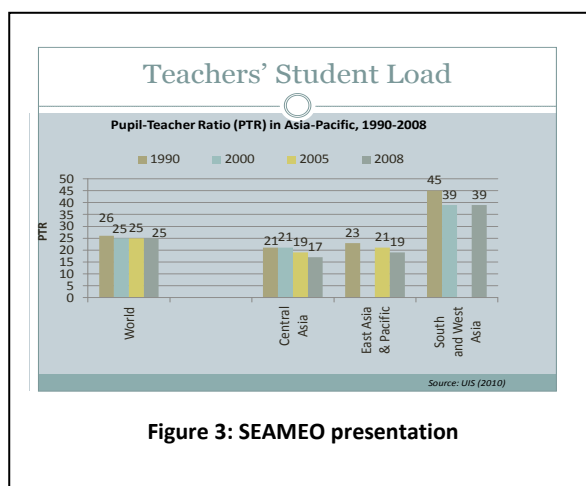


Figure 3: SEAMEO presentation

Korea, a participant in PISA, sits near the top of the PISA rankings. National policy continues to be focused on the quality and status of teachers, as the government firmly believes that teachers are the most important feature of quality education. Although many aspects of teacher education and performance are excellent, there is continuing emphasis on continuous professional development as well as on the acquisition of 21<sup>st</sup> Century skills.

<sup>3</sup> National Policies for EFA 2015: Teacher Recruitment, Deployment and Professional Development in Lao PDR. Presentation by Ms Varadune Amarathithada.



As long as teacher status is high, and teaching is a desired profession, the pool of candidates is good and there is overall satisfaction with the education system on the part of officials and families.

A look at teacher-pupil ratios in selected countries in the Asia and Pacific regions finds great and unsurprising disparities (Prof. Hans Scheerer, 2011). Large classes are not only detrimental to learning, they contribute to low teacher motivation in a mutually reinforcing vicious circle. Repetition rates are high in some countries and there is still progress to be made towards universal access. In Bangladesh, for example, non-formal primary education enrolls nearly 10% of the primary intake, making a considerable contribution in quantity and quality to achievement of EFA goals. Indonesia is struggling with improvements to quality, as has already been seen, increasing qualification requirements, professional development opportunities and performance appraisal. According to the overview report cited above, "... many long established patterns which interfere with quality require perseverance and are hard to change". This is a comment that could apply to teachers and schools all over the world.

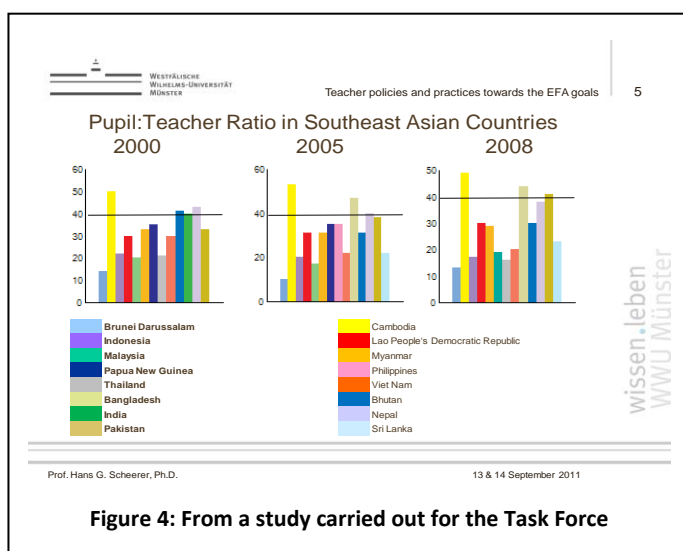


Figure 4: From a study carried out for the Task Force

In Indonesia although there are sufficient numbers of teachers and a good overall student-teacher ratio, teachers are unevenly distributed, do not have high enough academic qualifications, and the best teachers are concentrated in urban, wealthy areas. The government is implementing national standards of education designed to address inputs, teaching and learning and management processes, and outputs. Teacher professional development, as close to the teachers' own communities as possible, are a key element of the implementation of these standards.

Supporting the intuitive notion that teachers are very important – although not solely responsible -- for improving learning outcomes, the same report also found that differences in student performance within individual classes are generally not very large, but that there are significant differences between classes.

## Norms and standards for teacher conditions, training and practice

Norms and standards form the backbone of policies related to improvements in the teaching profession. The ILO/UNESCO Recommendations concerning Teaching Personnel (CEART) have been used since 1966 to defend and promote professionalism in teaching and to provide a normative framework for all stakeholders to examine practices and reforms. The Joint UNESCO/ILO Committee that monitors implementation of the recommendations has concluded from its work and examination of specific cases over the years that piecemeal

approaches are not particularly effective. It is currently developing a comprehensive toolkit of good human resource policies for the teaching profession. Concrete examples of good practice were cited: Finland has very high qualifications standards for teachers, Singapore provides stipends to encourage applicants for teacher training; Senegal is attempting to phase out the use of contract teachers; South Africa, New Zealand and Vietnam have national competency standards and a number of other countries are moving in that direction; among OECD countries Korea and Japan have high salary levels for teachers, thus encouraging a large pool of applicants; Australia, Canada and Indonesia, for example, have incentives for teachers to work in remote areas.

**Table 1: Distribution and remuneration of primary teachers according to their statute**

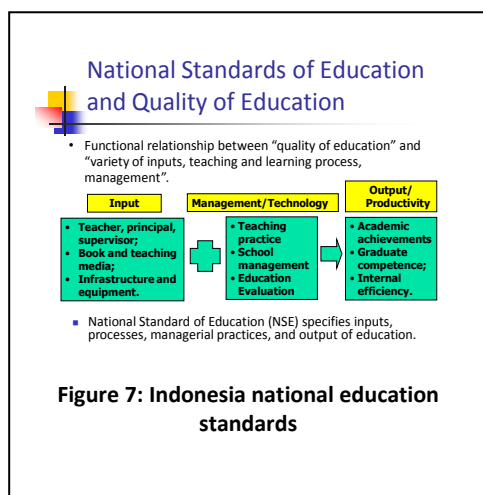
Country	Breakdown by statutes (%)			Wages relative to GDP per capita				
	Civil servants	Contract teachers		Civil servants			Contract teachers	
		public <sup>1</sup>	private <sup>2</sup>	Total	Full	Assistants <sup>3</sup>	public <sup>1</sup>	private <sup>2</sup>
Benin (2005)	54.7	16.4	29.0	5.2	5.7	3.9	2.1	1.1
Burkina Faso (2002)	64.1	23.6	12.2	5.8	7.1	5.1	5.6	2.2
Cameroon (2002)	34.9	20.4	44.7	5.3	5.7	4.1	1.4	0.8
Chad (2003)	38.4	17.2	44.4	7.4	8.2	6.0	1.7	0.4
Congo, Rep. of (2005) <sup>4</sup>	55.0	14.0	31.0	2.8	2.9	2.62	1.3	na
Guinea (2003)	30.9	38.9	30.1	3.4	3.5	2.7	1.9	1.2
Ivory Coast (2001)	87.3	0.0	12.7	4.8	5.0	3.0	-	-
Madagascar (2003)	46.1	0.0	53.9	4.4	-	-	-	1.0
Mali (2004)	35.7	34.7	29.6	7.5	-	-	4.8	1.0
Niger (2003)	46.0	50.2	3.8	8.9	10.5	8.0	3.5	-
Senegal (2003)	43.6	41.5	15.0	5.7	6.2	4.9	2.6	na
Togo (2001)	35.0	30.5	34.6	6.4	7.8	5.4	3.3	1.3
<b>Average (12 countries)</b>	<b>47.6</b>	<b>24.0</b>	<b>28.4</b>	<b>5.6</b>	<b>6.2</b>	<b>4.5</b>	<b>2.8</b>	

**Figure 5: Contract teachers in 12 countries of SSA (2007)**  
(ADEA presentation at Forum)

In trying to meet the need for more teachers to expand access to primary education, a number of countries in Sub-Saharan Africa are relying on contract teachers, often recruited with little or no training. The Association for the Development of Education in Africa (ADEA) in collaboration with the Education Ministry of Mali, Education International and the World Bank has developed policy frameworks (ADEA, 2011) setting forth minimum criteria for recruitment, training, contracts and terms of employment of contract teachers. Teachers who are not civil servants and who are poorly trained lack the skills and motivation to teach well. Protecting their rights and ensuring their professional development is essential for them and for the children they teach. The frameworks provide guidelines, recommendations for follow-up and a generic contract.

Education International and Oxfam have recently completed an overview of international norms and standards for teacher competency. The study, presented at the forum, concludes that a competency profile for primary teachers is fundamental to putting in place a comprehensive teacher education policy. It also concludes that such a profile must have a social consensus behind it – especially amongst teachers themselves. The literature review carried out by the researchers revealed that in principle most countries adopt a holistic approach to teacher competency, including both tangible and relatively intangible characteristics; however, the researchers found that in practice competencies are still being defined and assessed quite narrowly. Based on the literature review, six case studies and two pilots (Mali and Uganda) that developed revised competency profiles, the researchers conclude that the development of competency profiles can be helpful if “competence is defined holistically, [profiles] include both domain specific competences and life skills, socio cultural & socio emotional competence and values; [they] are applied along

the full spectrum of teacher education and lifelong learning; [and] they include a gender dimension.”



INEE (International Network for Education in Emergencies) has been working with more than 5000 professionals in 130 countries since 2008. Its work includes research, network support, and sharing of good practice. It has developed minimum standards for education in emergency situations that relate to teacher status and performance. INEE believes incentives for teacher deployment – notably for fragile populations -- need to be significant in scale, carefully targeted and tied to remaining in the post. Local recruitment is important for teachers to have links with the communities and children they are serving. Mobile

in-service training can help improve teacher competence and qualification. For professional development a balance between central control and decentralization is a good approach for meeting local needs. Finally, to improve teaching and learning, it is necessary to introduce modern pedagogy to teacher training programmes and develop a system of rewards for the use of interactive methods in teaching practice.

It is important not to expect too much of the education system in emergency or post-emergency situations, but at the same time, one cannot allow education to be used to prolong suffering and discrimination. In situations of fragility it is vital to focus on ensuring quality teaching through good, interactive pedagogy, professional development, including by the use of ICTs, and effective deployment policies.

Recognizing the complexity of situations of refugees, displaced persons or those having suffered from other disasters, participants emphasized that any action has to have as a first principle “do no harm” and an understanding that the education sector cannot take on all tasks related to social cohesion or recovery from disasters and emergencies. Decentralization is necessary but needs to be carefully managed to tackle disparities effectively, notably by providing incentives and special assistance to most disadvantaged communities.

Discussions revealed broad agreement about the conditions that encourage a good pool of applicants for teaching, forefront of which are adequate salaries and working conditions. Assessing teacher competency, while it is desirable, is complex to implement

### Teacher Training and Professional Development

**Example: Ethnic Segregation and Language Issues, Bosnia and Herzegovina**

- Teacher Training is largely decentralized and segregated.
- Ethnic polarization within the teaching profession.
- Politicization of education system and language issues has served to maintain/ solidify ethnic and language divisions.

**Recommendations:**

- Balance deregulation with central regulation while strengthening capacity and monitoring efficiency at all levels.
- Encourage national unity while acknowledging and respecting differences and particularities.

**Gap Areas:**

- Considering that research prioritizing education in one's mother tongue is considered best practice, how can education systems utilize sound teaching approaches without contributing to divisiveness?

INEE

**Figure 6: INEE look at fragility and teaching in Bosnia**

and works best if it is based on incentives and assistance for weak teachers to improve. Teachers need to be involved, individually and as groups, in decisions about change.

Among the recommendations that emerged from the discussion on teacher norms, standards, and conditions of work, one can highlight:

- Teachers should be, as far as possible, employed by public authorities or under control of public authorities.
- Multi-grade teaching encounters both approval and scepticism, and more investigation is needed to determine how it affects learning outcomes and what are the preconditions for success. In Indonesia, Norway and Lao PDR participants report good outcome, but in Maldives communities are resistant. Demonstrated advantages include reduced distance from schools and equal learning outcomes.



Figure 8: Indonesia's multi-pronged initiative to improve teacher performance

- More research is needed on how to improve incentives for deployment to remote areas.
- Organization and methodology of teacher training needs closer attention, notably in-service training on location for practicing teachers, full-institution professional development, and clustering schools.
- Career development, including for school leadership, must be more systematic. A caution concerns the possible perverse effect of promotion taking good teachers out of schools, so alternate career paths should be available for master teachers to continue teaching.

## B. Quality education for the 21st century: management and instructional challenges

An overview of Southeast Asian Ministers of Education Organization (SEAMEO) eleven countries' policies shows that all are concerned about ensuring equitable distribution of teachers and adopt a number of creative incentives: creation of special teacher positions for very remote areas (such as the mobile teacher programme in the Philippines); award systems or other incentives for teachers to serve in underserved communities (housing allowance in Lao PDR, special stipends for some subject areas or funding for projects (Vietnam); education stipends in exchange for agreed postings in remote areas (Indonesia and Lao PDR); awards and prizes (China, Philippines, Vietnam); expanding multi-grade classrooms in small school districts (Lao PDR and Indonesia); mobile teacher programme (Philippines); local hiring; in-service training close to workplaces, and simple, transparent information for local-level managers about deployment (color-coding scheme in Philippines).

Challenges include uneven application of national policies, shortage of good applicants, limited numbers of potential teacher candidates, lack of capacity of teacher

training institutions, continued problems in keeping teachers in remote and underserved areas, and lack of resources for expanding the teaching force.

UNESCO's Jakarta office described a programme over five countries to introduce sustainable development into basic education. Key elements of the programme focus on building national awareness and capacity, providing guidelines to decision makers and teachers, carrying out case studies and a cooperation programme that involves establishing and networking "Green Schools". The main thematic areas of the programme are climate change and disaster risk reduction.

The World Bank representative reminded participants of the correlation between high-performing education systems (using PISA as the yardstick) and economic growth. The performance of educational systems depends very heavily on teachers, as Figure 1 illustrates. All countries that are high performers on PISA and other international comparisons place great emphasis on teachers. This involves recruiting candidates of high quality and ensuring they receive good training and stay in the profession. Appraisal systems vary, but the best-performing ones all rely principally on incentives for good performance and assistance to those who do not meet standards. Oversupply of teachers, as is the case in China, enables the system to renew and improve its teaching corps. In other countries (such as Colombia and Indonesia) where remote and rural schools are in the majority, multi-grade classrooms enable all children to be taught when there are not enough pupils in one school to hire a teacher for each level and also produce excellent academic results.

Finally, according to OECD's own analysis of PISA results, high levels of autonomy and accountability at school level are present in most high-performing school systems.

Indonesia, host to the forum, spends 20% of its budget on education, and has been energetically reforming its system to improve access, quality and equity. Much of the reform process has focused on teacher management, teacher quality and bridging disparities in the education system. Highlights of the reform include raising qualification standards for teachers, professional development and certification of all teachers to be completed by 2014, increasing teachers' salaries overall as well as providing performance and location incentives, reducing absenteeism, and a comprehensive teacher data system with a unique identity for each teacher to enable comprehensive professional and academic records. The government commitment to fund this reform is very important, nearly doubling the cost of teachers' salaries between 2007 and 2016. Progress is reported in optimizing teachers' distribution, which as can be seen in Figure 9, is not currently ideal.

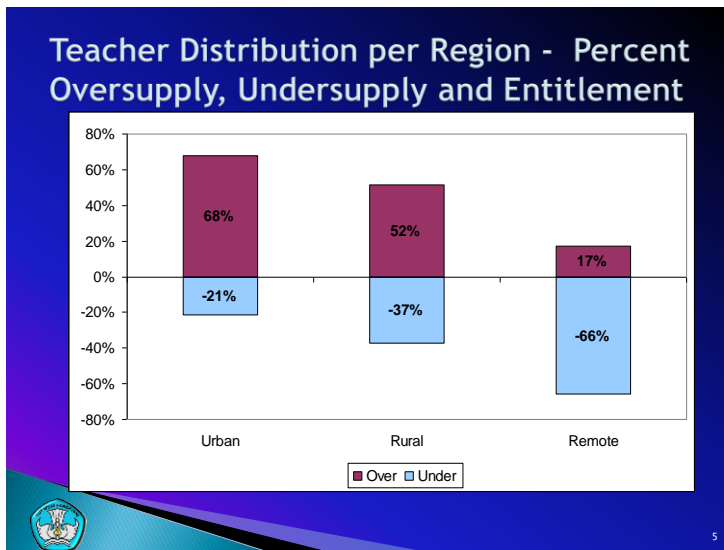


Figure 9: Indonesia teacher distribution 2010

Indonesia’s participation in PISA has enabled it to learn lessons from OECD countries and to apply some management and professional development techniques that it believes are positive. As with other countries in the region, the poor quality of educational outcomes in some regions at the end of primary school, particularly reading, leaves room for improvement.

### Why Focusing on Qualified Teachers?

- Largest portion of education budget goes to teacher salary.
- It has been put very serious and long-term effort to raise the quality of teaching force in almost every country.
- Dedicated & qualified teacher is the most essential component in delivering high quality education.
- Lifting teacher quality, the policy most likely to improve student performance.
- The quality of education cannot exceed the quality of teachers.

**Figure 10: Korean focus on teacher quality**

After Korea joined OECD it became more active in development cooperation, which has been beneficial not only for recipients but for those involved on the Korean side. Its programme supports sustainable development in a long-term and comprehensive way, spreading awareness of the interconnectedness of nations and the global nature of 21<sup>st</sup> Century challenges. Korea’s Ewha Woman’s University is cooperating with

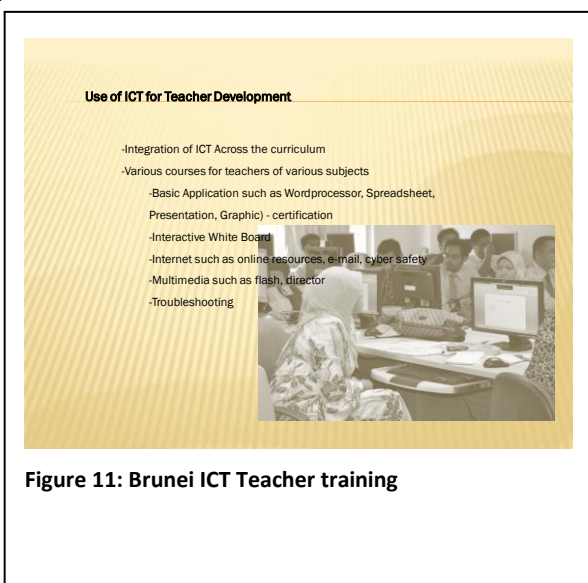
Cambodia to improve survival rates in elementary education, essentially by providing expertise for improving pre-primary and primary teacher education as well as school libraries. The latter include ICTs to serve as teaching-learning centers, and training and equipment for publication of learning materials. Some teachers and teacher trainers spend summers in Korea, thus providing an exchange of experience and helping nurture a generation of teachers who have experienced mutual learning across countries.



In Kenya as in many other countries of Sub-Saharan Africa, the vicious cycle of low professionalization and low motivation of teachers are key problems, both to improving quality and to recruiting additional teachers to meet the numbers gap. The government has been implementing a phased education reform since 2005, a key of which is universal free primary education. The needs for quality and equity are being met through special measures for special groups, efforts to improve teaching conditions, and a focus on training both pre- and in-service. Kenya has a teacher gap of 48,000 for meeting EFA goals (Konchora Chepe Isako, 2011). As in other countries, schools in remote and rural areas have their own problems: teachers work in difficult conditions, and recruitment can be difficult. Ninety-one mobile schools serve nomadic communities. Kenya also has large refugee populations, and the camps present special educational challenges. The government is aware of the key role of teacher motivation – created by good working conditions and dialogue with of teachers – for successful reform. It is also aware that employment and working conditions are the strongest factors in improving the quality of teaching. The principal obstacle to improvement is adequate financing.

Education for sustainable development is a broad topic, covering not only curriculum but also a wide range of legal, management and organizational issues. Participants felt that education for sustainable development needs to be targeted at themes appropriate in each national context, some of the subjects being disaster risk management, climate change, renewable energy, globalization of finance, technology and health. The means employed, in addition to curriculum reform, include advocacy, legislation and mutual learning (both Kenya and Thailand have experience to share).

Concerning the use of technologies for education, participants were presented by a case example from Brunei. Brunei has a considerable experience with introducing technologies into schools. Since 2007 all primary schools have computers (between 5 and 20) and secondary schools have at least 40 computers per school. Teachers are trained in teacher training colleges and at special seminars. While there is general satisfaction about the presence of technologies, there are still questions about how effectively ICTs are used for learning and what their influence is on learning outcomes.



**Figure 11: Brunei ICT Teacher training**

Specific initiatives put in place include a national training scheme to upgrade and improve teacher training, a scheme for free in-service training for rural teachers, and the reform of teacher qualification examinations. These policies are producing results, with higher intake and better retention of teachers.

All participants agreed that both ICTs for learning and educational for sustainable development are areas requiring a broader evidence base of what works, what is cost

effective, and what is sustainable. Distance training for teachers can help populate rural schools; the use of technologies by teachers can enhance preparedness of learners for contemporary society; technologies can be powerful tools to enhance learning, but they need to be implemented in full awareness of the additional costs and inputs required for the investments to be qualitative and cost-effective.

### **C. Financing**

The deputy minister for education of Indonesia presented this group with two questions, illustrated by her country's recent experiences with PISA: Is there an inherent tradeoff between education quality and equity? Is there a direct link between the size of funding to an education sector and its performance? Analysis of PISA results shows that quality and equity go hand in hand, and reductions in one or the other reduces overall education sector performance. In addition, institutional and personal autonomy linked to accountability are strong elements of overall educational quality. Indonesia is aware that improvements in school systems take years if not decades. Nevertheless, improvements in training, status, deployment and performance evaluation are beginning to show results. There is evidence of better teacher personal investment in the profession and a higher pool of applicants to enter teacher training. Furthermore, the government is convinced that the massive increase in funding for education is already beginning to produce positive results.

Lessons from the Indonesia experience are that reforms, notably an incentive structure, needs to go together with a reliable accountability system, that individual schools are the locus of real reform and that progression in spending may produce perverse effects in the form of a top-heavy structure in education personnel.

A study prepared for TEFAS reviewed the actions of all international partners concerning teacher programmes and policies by means of a desk study and the creation of a data base consisting of 170 entries on partners and their programmes. The aim was to get a better understanding of current situation, to develop a collaborative space and to prepare the ground for the development of comparable information for strategic decision-making.

The authors found considerable discrepancies in the approach and funding of partners. These discrepancies were spread over programme emphasis, approach, level of financing, and benchmarks of outcomes.

Key findings are

- A fairly small group of donors play a key role in EFA and in teacher-related financing; therefore coherence in their policies could have great impact.
- A very high proportion of interventions of donors and other international partners relate to pre- and in-service training and systems management.
- Development partner policies are not coherent among countries with similar profiles and needs, either in level of financing or in type of intervention.
- Impact evaluation is not extensive, particularly concerning longer-term learning outcomes.
- There is a weak link between investigation and research, and action.



The group's recommendations on financing in general were that both governments and partners should undertake more interventions focused on learning outcomes. While inputs are important, notably those aimed at improving teacher quality, one needs to measure learning outcomes and link inputs to them. Future investigation could be carried out to exchange experiences on innovative financing at national level, as well as how international partners conceive and coordinate interventions related to teachers. Expenditure tracking could be a focus for improvement.

Priorities include

- giving pride of place to policy dialogue between all partners;
- federating the efforts of key donors;
- ensuring the political will to adopt and implement holistic reforms;
- redefining the notion of quality and making better use of research to determine what effectively and cost-effectively supports quality improvement.

## IV. Conclusions

This international forum continued the dialogue instated by two previous ones, with a special accent on quality and equity and a regional focus on Asia and the Pacific. The Government of Indonesia, co-Chair with the European Commission of the International Task Force on Teachers for EFA, generously hosted the forum in Bali.

More than eighty participants representing twenty-seven countries and fourteen governmental, intergovernmental and civil society institutions attended. Two days of discussions included four plenary sessions and four working groups, examining research, policy and case examples around recruitment and professional development; competency standards; management, including deployment and decentralization; and financing.

There has been, particularly in the Asia and Pacific region, significant **progress** on a number of fronts. Most countries demonstrate their commitment to education by devoting a high percentage of their national budgets to it<sup>4</sup>, with teachers' salaries being the single biggest expenditure item. There has been significant progress on the gender schooling gap all over the world, notably at the primary level. Recruitment has been keeping pace with need, even if the pool of candidates is not always as good as might be hoped. Recognition of the urgency of linking qualitative improvements to meeting quantitative targets is universal. Teacher-pupil ratios are generally improving. Furthermore, while there is general agreement that quality of learning outcomes is linked both to qualification and to teaching conditions, there is more and more attention paid to more difficult-to-measure elements of quality. Standards and benchmarks are increasingly available, tested and discussed internationally,

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<sup>4</sup> According to the UNESCO Institute of Statistics, no reporting country spends less than 7% of its national budget on education, with the highest proportion being nearly 30%.

providing valuable guidance for policy-makers. Research on quality is available and is being more widely used in decision-making processes.

**Dilemmas and difficulties** persist.

Reforms are often donor-driven or otherwise introduced from the top down, therefore missing out on participation and a sense of ownership by implementers (teachers, local managers). The capacity for reform can be more limited than needs or aims, leading to a disconnect between national policies and reality.

The challenge of numbers remains daunting in some countries and in most of Sub-Saharan Africa, with a teacher gap of some 1.2 million world-wide between now and 2015 (Bruneforth, M. *et al.*, 2009, p. 8). Beside the gap of numbers, there is the quality gap, with problems including low motivation (accompanied by absenteeism, low learning outcomes, and high attrition), inadequate pool of candidates, teacher training that is deficient (too short, inelastic for practical needs, not generally available for practicing teachers), and wide disparities in deployment and quality between well-served and other regions or groups.

Some consensus was reached about **key ways forward** that could be the subject of review and discussion by future forums.

**Standards**, including for working conditions and competency assessment are excellent tools, if they are used developmentally rather than punitively. The teaching profession needs to feel valued as a profession, so that the pool of candidates is high and teachers are motivated. Standards can be a tool for dialogue, support and identification of problems of all nature. The particular case of contract teachers (notably but not exclusively in Africa) needs more attention.

The principal proposals related to **management and deployment** of education personnel concerned policy dialogue, improved management tools, targeted and tested incentives (bursaries, salary, housing, special status, local recruitment, employment guarantee, distance learning opportunities in remote communities), institutional autonomy, training and support for school leadership and tools for optimizing resources (for example clustering schools, facilitating multi-grade teaching).

**Recruitment and professional development** is a shared concern of teachers, their organizations and decision makers. Raising the qualification requirements is an objective of governments; teachers see that as a way of improving status but also working conditions. All agree that teacher training needs to be practice-based and present innovative/constructive pedagogy. Diversification of certification procedures is a way to improve the working corps of teachers. Finally, providing appropriate and effective incentives to recruit teachers for under- or poorly-served areas is a key to reducing disparities: these include local recruitment, bursaries for pre- and in-service training, housing.

The main issues around **financing** relate to national budgets and policies of international donors. Proposals include broadening the offer of basic education by allowing more non-formal or private schools, better monitoring of expenditure through intensive education management information systems, and more local responsibility and accountability. Donors could improve the sustainability of programmes by committing funding over longer periods. They should also enhance their information exchange, notably

around outcomes of programmes and projects related to ICTs and short-term training courses for teachers.

Many contributions referred to **cross-sectoral issues** that need to be dealt with in order to improve the performance of educational systems, the top of the list being fighting corruption across the board. Political will to maintain an organic relationship between national policy and local implementation is essential for nation-wide quality improvement. However, the forum received many examples of how local autonomy can ensure context-appropriate responses to diverse situations and needs. Enhanced inter-ministerial cooperation, national and international political dialogue must also continue and if possible be intensified about teacher issues.

Finally, some pointers were suggested for **improving knowledge about theory and practice** to improve policy and planning. These include more monitoring of the effects of reforms on teacher quality and equity; more and more easily-comparable information about the potential and effectiveness of information and communications technologies (ICTs) on learning; identification of the most important levers for improvements in learning outcomes; the development of key benchmarks for assessing teacher quality; and increased policy-relevant documentation of experience, good and bad.

## Annex 1: Figures

Figures will have to be renumbered, when requested pie chart on teacher gaps is received from ISU : it will be the new Figure 1

**Figure 1:** One view of factors influencing learning outcomes (presentation by Mae Chu Chang)

**Figure 2:** Spotlight on Indonesia

**Figure 3:** Teachers' Student Load in Asia and the Pacific (SEAMEAO presentation)

**Figure 4:** Teacher Pupil ratios in Asia and the Pacific: from a study carried out for the Task Force

**Figure 5:** Contract teachers in 12 countries of SSA (2007)  
(Source ADEA presentation at Forum)

**Figure 6:** 12: INEE look at fragility and teaching in Bosnia

Figure 13: Indonesia national education standards

**Figure 14:** Indonesia's multi-pronged initiative to improve teacher performance

**Figure 9:** Indonesian Teacher Distribution

**Figure 10:** Korean Focus on Teacher Quality

**Figure 11:** Brunei ICT Teacher Training

## Annex 2: List of participants

Region	COUNTRY / ORGANISATION	NAME	AFFILIATION	E-mail ADDRESS
NGO IGO PRIVATE	ADB	Dr. Abdul Malik	ADB Consultant	am4293@gmail.com
NGO IGO PRIVATE	ADEA	Mr. Ahlin Byll-Cataria	Secrétaire Exécutif	a.byll-cataria@afdb.org
NGO IGO PRIVATE	ADEA	Mr. Hamidou Boukary	Senior Program Officer	h.boukary@afdb.org
AFRICA	Benin	Mr. Comlanvi Maoudi JOHNSON	Planificateur de l'Education, sociologue, philosophe Coordonnateur National Education Pour Tous du Bénin	maoudijohnson@yahoo.fr
ASIA-PACIFIC	Bhutan	Mr. Tenzin Rabgyel	Deputy Chief Human Resource Officer	t_rabgyel@yahoo.com
AFRICA	Botswana	Ms. Magetse	Acting Director at Department of Teacher Training & Development	imagetse@gov.bw
ASIA-PACIFIC	Brunei	Dr. Habibah Sion	Acting Assistant Director	habibah.sion@moe.edu.bn
ASIA-PACIFIC	Brunei	Hjh Saliha Mohd Tarif	Education Officer	salihaghani@hotmail.com
ASIA-PACIFIC	Brunei	Mr. Hambali Haji Abd. Karim	Head of ICT Unit Dept of Schools	hambali.karim@gmail.com
ASIA-PACIFIC	Brunei	Ms. Noridah Abdullah	Head of International Unit / Country Coordinator, Ministry of Education	noridah3161@hotmail.com
ASIA-PACIFIC	Brunei	Ms. Zarinah Salleh	Acting Special Duties Officer	zarinah.salleh@moe.edu.bn
ASIA-PACIFIC	Brunei	Noor Ehsan Noor Kaseh	Acting Assistant Director	ehsan284nk@yahoo.com
ASIA-PACIFIC	China	Mr. Mansheng Zhou	Deputy Director, Professor, National Center for Education Development Research, Ministry of Education	zhoumansheng@moe.edu.cn
ASIA-PACIFIC	Cook Islands	Mr. Anthony Turua	Chief Finance Officer (CFO)	anthony@education.gov.ck
NGO IGO PRIVATE	Education International	Mr. Dennis Sinyolo	Senior Coordinator, Education and Employment, Education International	dennis.sinyolo@ei-ie.org
AFRICA	Ethiopia	Mr. Ato Eshetu Asfaw Cheru	Acting Head for Education Programmes and Teacher Education Department	esherobi@yahoo.co.uk
NGO IGO PRIVATE	European Commission	Steve Passingham	Seconded National Expert – Education	Steve.PASSINGHAM@ec.europa.eu
ASIA-PACIFIC	Fiji	Mr. Josefa Sania Rogo	Deputy Secretary, Ministry of Education	jsania@govnet.gov.fj
OTHER	France	Mme Julia Napoli		julia.napoli@diplomatie.gouv.fr
OTHER	Germany	Mr. Erfan Diebel	Advisor Sector Program Education	erfan.diebel@giz.de
UNESCO	Headquarters	Mr. David Atchoarena	Director, Division for Planning and Development of Education Systems	d.atchoarena@unesco.org
UNESCO	Headquarters	Mr. Edem Adubra	Chief of Section, Teacher Policy and Development	e.adubra@unesco.org
NGO IGO PRIVATE	ILO	Mr. William Ratteree	Education Sector Specialist, International Labour Organisation	ratteree@ilo.org

ASIA-PACIFIC	India	Mr. Amarjit Singh	Joint Secretary, Department of Elementary Education and Literacy	amarjs57@gmail.com
ASIA-PACIFIC	Indonesia	Ana Suhaenah Suparno		pb.pgri@yahoo.com anexpn@yahoo.com
ASIA-PACIFIC	Indonesia	Ananto Kusuma Seta	Head of Bureau of Planning and International Cooperation, Ministry of National Education	ananto@kemdiknas.go.id
ASIA-PACIFIC	Indonesia	Ms. Sri Sari	Disaster Risk Education Specialist TDMRC Unsyiah Banda Aceh	sriadelilasari@tdmrc.org
ASIA-PACIFIC	Indonesia	Ms. Ary Devi Trisnaputri	English Teacher	
UNESCO	Indonesia	Ms. Christine Hakim	UNESCO Goodwill Ambassador	
ASIA-PACIFIC	Indonesia	Ms. Dian Mahsunah		mahsunahdian@yahoo.com
ASIA-PACIFIC	Indonesia	Ms. Dian Wahyuni		dianwah03@yahoo.com
ASIA-PACIFIC	Indonesia	Ms. Santi Ambarrukmi		santidepok@yahoo.com
ASIA-PACIFIC	Indonesia	Ms. Yun Widiati		yun_pkln@yahoo.com
ASIA-PACIFIC	Indonesia	Nina Sarjunani		
ASIA-PACIFIC	Indonesia	Prof. dr. Fasli Jalal, Ph. D	Vice Minister	faslijalal@kemdiknas.go.id sekretariat.wamendiknas@gmail.com
ASIA-PACIFIC	Indonesia	Prof. Dr. Ir. Mohammad Nuh, D.E.A.	Minister of National Education	
ASIA-PACIFIC	Indonesia	Prof. Dr. rer. soc. R. Agus Sartono, MBA (Mr.)	Deputy Minister for Education and Religion	sartono.agus@ugm.ac.id
ASIA-PACIFIC	Indonesia	Prof. Dr. Syawal Gultom, M. Pd.	Director General for Education HRM and Development	setka.bpsdmpmp@gmail.com
ASIA-PACIFIC	Indonesia	Unifahr Rosyidi		unifahr@gmail.com
NGO IGO PRIVATE	Indonesia Mengajar	Mr. Anies Baswedan	President of University Paramadina	etrisna@indonesiamengajar.org
NGO IGO PRIVATE	Indonesian Teacher Union -PGRI	Sulistyo	President of PGRI	unifahpbpgri@yahoo.com
NGO IGO PRIVATE	INEE	Ms. Arianna Sloat	INEE Consultant	arianna@ineesite.org
OTHER	Jamaica	Dr. Winsome Gordon (Ms)	Chief Executive Officer	winsome.gordon@moe.gov.jm; gordon_winsome@yahoo.com
ASIA-PACIFIC	Japan	Mr. Norihiro Nishikata	Senior adviser in Education	
AFRICA	Kenya	Hon. Prof. Patrick Ayiecho Olweny	Assistant Minister for Education	poayiecho@yahoo.com
AFRICA	Kenya	Mr. Kiragu Magochi	DIRECTOR POLICY AND PLANNING	
AFRICA	Kenya	Mr. Konchora Chepe Isako	Senior Assistant Secretary General	isakokonchora@yahoo.com
AFRICA	Kenya	Mrs. Christine Achieng Otieno	Assistant Director of Education	cachieng2@gmail.com
ASIA-PACIFIC	Korea	Dr. Eunhye Park (Ms.)	Professor / Director	ehparkh@ewha.ac.kr
ASIA-PACIFIC	Korea	Gyeongrok Cheon (Ph. D.)	Dean of Planning and Research	angye@gnue.ac.kr grcheon@gmail.com
ASIA-PACIFIC	Korea	Ms. Hye Young CHUNG	Professor	hychung@ewha.ac.kr
ASIA-PACIFIC	Korea	Ms. Jung Hyo KIM	Professor / Principal	junghyo@ewha.ac.kr
ASIA-PACIFIC	Lao PDR	Ms. Varadune AMARATHITHADA	Deputy Director General	varathithada@yahoo.com
ASIA-PACIFIC	Maldives	Mr. Mohamed Saeed	Director General	msaeed@moe.gov.mv
ASIA-PACIFIC	Myanmar	Mr. San Lwin	Principal of Sagaing Education College	ulaymoenaung85@gmail.com
NGO IGO PRIVATE	NEP	Mr. In Samrithy	Executive Director of NGOs Education Partnership (NEP)	dir@nepcambodia.org

AFRICA	Niger	Mr. Azizou Adama	Coordination Nationale du Suivi de l'Exécution du Programme Décennal de Développement de l'Education	aazizou_do@yahoo.fr
OTHER	Norway	Ms. Gerd-Hanne Fosen	Senior Adviser, Norwegian Ministry of Education and Research	ghf@kd.dep.no
ASIA-PACIFIC	Papua New Guinea	Mr. Hams Mipil		Hams_Mipil@educationp ng.gov.pg
OTHER	Resource person	Mme Alexandra Draxler		a.draxler@gmail.com
OTHER	Resource person	Mr. Jean-Claude Mantes		jclmantes@yahoo.fr
UNESCO	Resource person	Mr. Yusuf Sayed		ymsyd1@gmail.com
UNESCO	Resource person	Prof. Hans Scheerer		scheere@uni-muenster.de
AFRICA	Senegal	Mr. Djibril Ndiaye Diouf	Director of Planning	dnddiouf@yahoo.fr
NGO IGO PRIVATE	Southeast Asian Ministers of Education Organization (SEAMEO)	Dr. Witaya Jeradechakul (Mr.)	Director, SEAMEO	secretariat@seameo.org; witaya@seameo.org
UNESCO	TEFAS	Mr. Gogot Suharwoto	Program Specialist	g.suharwoto@unesco.org
UNESCO	TEFAS	Mr. Svet Petroff		s.petroff@unesco.org
UNESCO	TEFAS	Ms. Aminatou Diagne		a.diagne@unesco.org
ASIA-PACIFIC	Thailand	Ms. Orachart Suebsith	Deputy Permanent Delegate of Thailand to UNESCO	orachsue@gmail.com; orachsue@yahoo.com
AFRICA	Uganda	Mr. Joseph Eilor	Principal Education Planner	eilor@usa.net
UNESCO	UNESCO Jakarta Office	Ms. Mee Young Choi	Programme Specialist for Education	my.choi@unesco.org
UNESCO	UNESCO Regional Bureau Bangkok Office	Mr. Abdul Hakeem	APPEAL Unit Education Advisor and Coordinator	a.hakeem@unesco.org
UNESCO	UNESCO Regional Bureau Bangkok Office	Mr. Le Thu HUONG		l.huong@unesco.org
NGO IGO PRIVATE	UNICEF	Mr. Clifford Meyers	Regional Advisor – Education	cmeyers@unicef.org
NGO IGO PRIVATE	UNICEF	Ms. Seema Agarwal-Harding	Head of Education and Adolescent Development Cluster	sagarwalharding@unicef.org
NGO IGO PRIVATE	UNICEF	Ms. Suhaeni Kudus	Education Specialist	skudus@unicef.org
NGO IGO PRIVATE	VSO Cambodia (Voluntary Service Overseas)	Mr. Chea Vantha	Senior Programme Manager - Education	Chea.Vantha@vsoint.org
NGO IGO PRIVATE	VSO Voluntary Service Overseas	Mr. Purna Shrestha	Education Policy & Advocacy Adviser, VSO International	purna.shrestha@vso.org.uk
NGO IGO PRIVATE	World Bank	Mae Chu Chang	Head of Education Unit for Asia Pacific	Mchang@worldbank.org
NGO IGO PRIVATE	World Bank	Mr. Rivandra Royono		
NGO IGO PRIVATE	World Bank	Ms. Megha Kapoor		megha.kapoor@gmail.com mkapoor1@worldbank.org
NGO IGO PRIVATE	World Bank	Susiana Iskandar		siskandar@worldbank.org

## Annex 3: Agenda

TUESDAY, 13 September 2011

8:00 am - 9:00 am	<b>Registration of participants</b>	
9:00 am - 10:00 am	Forum Opening	<b>Official Opening</b> <ul style="list-style-type: none"> <li>- Address by the co-Chairs of the International Task Force on Teachers for EFA, Ananto Kusuma Seta, Republic of Indonesia and Steve Passingham, European Commission</li> <li>- Address by David Atchoarena, Director for the Planning and Development of Education Systems, UNESCO Paris</li> <li>- Address by Ahlin Byll-Cataria, ADEA</li> <li>- Address by Ms. Christine Hakim, UNESCO Goodwill Ambassador for Teacher Education in South East Asia</li> <li>- Opening Remark by Hon. Prof. Patrick Ayiecho Olweny, Assistant Minister of Education, Kenya</li> <li>- Official Opening and Keynote Address by Prof. Dr. Ir. Mohammad Nuh, D.E.A., Hon. Minister of National Education, Republic of Indonesia</li> <li>- Photo session</li> <li>- Press conference</li> </ul>
10:00 am - 10:45 am		<b>Coffee/Tea Break</b>
10:45 am - 12:30 pm	Introduction & Sessions	<b>Introduction to the Meeting: Background, Objectives, and Format of the Forum</b> David Atchoarena, Director for the Planning and Development of Education Systems, UNESCO Paris  <b>Session I: Ensuring Equity in Country Policies and Practices for Providing Quality Teachers toward Achieving the EFA Goals by 2015: Prerequisites, Challenges and Strategies</b>  <b>Chair: Steve Passingham, European Commission</b> <ul style="list-style-type: none"> <li>- Hon. Prof. Patrick Ayiecho Olweny, Assistant Minister of Education, Kenya</li> <li>- Prof. Fasli Jalal, Hon. Vice Minister of National Education, Republic of Indonesia</li> <li>- Dr. Hye Young Chung, Republic of Korea</li> <li>- Mae Chu Chang, The World Bank</li> </ul>
12:30 pm - 2:00 pm		<b>Lunch Break</b>
2.00 pm - 3.30 pm	Sessions	<b>Session II: Teachers Standards and Competencies Required to Ensure Equity in Providing Quality Teachers for EFA: Recruitment, Training, Deployment, Remuneration and Career Development</b>  <b>Chair: Ananto Kusuma Seta, Ministry of National Education, Republic of Indonesia, co-Chair of the International Task Force on Teachers for EFA</b> <ul style="list-style-type: none"> <li>- Dennis Sinyolo, Education International</li> <li>- Bill Ratterree, ILO</li> <li>- Hamidou Boukary, ADEA</li> <li>- Dr. Abdul Malik, Asian Development Bank</li> </ul>
3.30 pm - 4.30 pm		<b>Session III: The Distribution of Responsibilities between Different Levels of Management (National, Provincial, Local)</b>  <b>Chair: Mr. Erfan Diebel, GIZ</b> <ul style="list-style-type: none"> <li>- Muhammad Junaid, Nigeria</li> <li>- Prof. Zhou Mansheng, People's Republic of China</li> <li>- Dr. Witaya Jeradechakul, SEAMEO Secretariat</li> </ul>
4.30 pm - 4.45 pm	<b>Coffee/Tea Break</b>	

4:45 pm - 6:00 pm		<p><b>Session IV: Teacher Policies and Practices toward Achieving the EFA Goals: Experiences from Different Regions</b></p> <p><b>Chair: Dr. Agus Sartono, Deputy Minister for Education and Religion, Republic of Indonesia</b></p> <ul style="list-style-type: none"> <li>- Anglophone Africa, Yusuf Sayed</li> <li>- South and West Asia Region Experiences, Prof. Hans Scheerer</li> <li>- The Report of the regional seminar on "Toward Quality for all in Asia and the Pacific: Focusing on Teachers management and Financing", Le Thu Huong, UNESCO</li> <li>- The Report of the 8th EI Congress in Cape Town, South Africa, Dennis Sinyolo, EI</li> </ul> <p><b>Wrap-up of Day One: Amarjit Singh, India</b></p>
7:30 pm - 9:00 pm		<p><b>Dinner Reception and Cultural Performance hosted by the Task Force on Teachers for EFA</b></p>

### WEDNESDAY, 14 September 2011

9:00 am – 9:30 am		<p><b>Introduction to the Working Groups Discussion: Gerd-Hanne Fosen, Norway</b></p> <p><b>How is equity ensured in country policies and practices for providing quality teachers ?</b></p>	
9:30 am – 10:45 am	Working Groups	<p><b>Working Group 1:</b></p> <p><b>Recruitment, training, deployment, remuneration and career development</b></p> <p><b>Chair: Winsome Gordon, Jamaica</b></p> <ul style="list-style-type: none"> <li>- Syawal Gultom, Indonesia</li> <li>- Chea Vantha, VSO Cambodia, and In Samrithy, NGOs Education Partnership (NEP), Cambodia</li> </ul>	
9:30 am – 10:45 am		<p><b>Working Group 2:</b></p> <p><b>Post-conflict / post-disaster contexts and marginalized groups</b></p> <p><b>Chair: Cliff Meyers, Education Regional Advisor, UNICEF EAPRO</b></p> <ul style="list-style-type: none"> <li>- Arianna Sloat, Inter-Agency Network for Education in Emergencies (INEE) Papua New Guinea - UNICEF</li> <li>- Dr. Anies Baswedan, Indonesia Mengajar Movement</li> </ul>	
9:30 am – 10:45 am		<p><b>Working Group 3:</b></p> <p><b>The critical role of teachers in education for sustainable development and the use of ICTs in teaching</b></p> <p><b>Chair: Julia Napoli, France</b></p> <ul style="list-style-type: none"> <li>- Mee Young Choi, UNESCO Jakarta</li> <li>- Dr. Jung Hyo Kim, Republic of Korea</li> <li>- Brunei experience in ICT FOR Teacher Training</li> </ul>	
9:30 am – 10:45 am		<p><b>Working Group 4:</b></p> <p><b>Education financing and teacher quality</b></p> <p><b>Chair: Abdul Hakeem, UNESCO</b></p> <ul style="list-style-type: none"> <li>- Nina Sardjunani, Indonesia</li> <li>- Stocktaking Study, Jean-Claude Mantes and Alexandra Draxler, Consultants</li> <li>- GNIST Programme, Gerd-Hanne Fosen</li> </ul>	
10:45 am – 11:00 am			<b>Coffee/Tea Break</b>
11:00 am – 12:30 pm			<p><b>Second Part of Working Group Discussions 1, 2, 3, and 4:</b></p> <p>Preparing report to the panel session</p>



12.30 pm – 2.30 pm	<b>Lunch Break</b>	
2.30 pm – 4.00 pm	Report	<b>Report from Working Group Discussions</b> Chair: David Atchoarena, Director for the Planning and Development of Education Systems, UNESCO Paris Groups present the outputs of their discussions for 10 minutes each, followed by Questions and Answers
4.00 pm – 4.30 pm		<b>Coffee/Tea Break</b>
4.30 pm – 5.00 pm	Closing	<b>Summary, Conclusions, Recommendations for Future Actions</b> Gerd-Hanne Fosen, Norway, and Erfan Diebel, GIZ
5.00 pm – 5.30 pm		<b>Closing Remarks</b> Co-Chairs of the International Task Force on Teachers for EFA: Ananto Kusuma Seta, Ministry of National Education, Republic of Indonesia and Steve Passingham, European Commission  <b>Closing Speech</b> By Prof. Dr. Fasli Jalal, Ph. D., Hon. Vice Minister of the Ministry of Education, Indonesia
7.00 pm – 9:00 pm	<b>Dinner Reception and Cultural Performance, hosted by the Ministry of National Education, Republic of Indonesia</b>	

## Annex 4: Presentations and bibliography

Please note that as these are Power Point presentations for the most part, I have put place of publication as Bali and publisher as UNESCO unless there was other information; links are almost all to the TEFAS website. Questions are highlighted in yellow. I am also not certain about the order of names, when in doubt have left the whole name

Amarathithada, V. *Is this the author???* (2011), *National Policies for EFA 2015: Teacher Recruitment, Deployment and Professional Development in Lao PDR*, Bali, Indonesia: UNESCO,  
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