

Evaluation of the International Task Force on Teachers 2014-2016

Final report

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Abbreviations

ADEA	Association for the Development of Education in Africa
AU	African Union
BRICS countries	Brazil, Russian Federation, India, China and South Africa
CARICOM	Caribbean Community
COL	Commonwealth of Learning
DSA	Daily subsistence allowance
EC	European Commission
EFA	Education for All
EI	Education International
ER	Expected Result
GDP	Gross Domestic Product
GMR	Global Monitoring Report [since 2016, Global Education Monitoring Report (GEM)]
GO	Global Objective
GPE	Global Partnership for Education
ICT	Information and communication technology
IFTRA	International Forum of Teaching Regulatory Authorities
ILO	International Labour Organization
(I)NGO	International non-governmental organization
MLA	Main line of action
NGO	Non-governmental organization
OECD	Organisation for Economic Co-operation and Development
OIF	Organisation internationale de la Francophonie
PCPD	Post-conflict/Post-disaster
PDF	Policy Dialogue Forum
SABER	Systems Approach for Better Education results
SC	Steering Committee
SEAMEO	Southeast Asian Ministers of Education Organization
SDG	Sustainable Development Goal
TEPE	Teacher Education Policy in Europe
TESSA	Teacher Education in Sub-Saharan Africa
ToC	Theory of Change
ToR	Terms of Reference
TVET	Technical and Vocational Education and Training
UNDP	United Nations Development Programme
UNESCO IICBA	UNESCO International Institute for Capacity Building in Africa
UNESCO IOS	UNESCO Internal Oversight Service
UNESCO UIS	UNESCO Institute for Statistics
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	The Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WEF	World Education Forum

Summary

Background to the evaluation

UNESCO UIS estimates that around 69 million teachers must be recruited to achieve universal primary and secondary education by 2030, as required by Sustainable Development Goal 4 (SDG 4). This shortage of teachers is a global concern that is particularly pressing in sub-Saharan Africa and Asia where countries have made gains in reducing the number of out-of-school children and generally see a rising demand for education from its growing school-age population.

In response to this global challenge, an International Task Force on Teachers for Education for All (EFA) was established in 2008 that seeks to 'enhance the performance and progress of the education systems in their efforts to tackle the critical shortage of qualified teachers in order to attain the internationally agreed EFA goals'. With the adoption of the SDGs, its main focus has become to specifically encourage progress towards SDG 4.c. It does so by bringing together stakeholders from different countries around teacher issues in order to prioritize teacher issues, learn about other approaches and receive support where needed.

Against this background, an external evaluation was commissioned with the following objectives:

- A. Review the mandate of the Task Force, the formulation of its objectives, the execution of its Strategic Plan (2014–2016) and annual work plans, its reports on annual activities, and the structures in place for the implementation of its programme, including at country level, as well as its governance and funding modalities.
- B. Undertake an assessment of the activities and expected results of the Task Force.
- C. Analyse the processes, and how and by whom the activities were achieved, and investigate to what degree partners' capacity was harnessed to implement these activities.
- D. Elaborate recommendations on the measures to take to revitalize international cooperation towards achieving the SDGs, particularly SDG 4.

To meet these objectives, the external evaluation used a mixed method approach consisting of numerous interviews with members of the various structures of the Task Force and participants in the Task Force events, including members of the Secretariat, consultants, direct beneficiaries, donors and UNESCO Education Sector managers. In addition, these findings were combined with a desk research of all the available documents as well as an online survey conducted among all Task Force members. Finally, the external evaluation team observed two global Task Force events to gain first-hand experience of the functioning of the Task Force.

Conclusions

On the basis of the evaluation results, the following conclusions were drawn on the Task Force's work in the period 2014–2016.

- Conclusion 1: The work of the Task Force is highly relevant and responds to an urgent and well documented need across the globe: increase the number of quality teachers.
- Conclusion 2: There is clearly a need – to which the Task Force responds – for a one-stop shop for teacher issues that brings together all relevant stakeholders and positions them as agents of change.
- Conclusion 3: There is a lack of clarity on the identity of the Task Force and the roles and responsibilities of its organizational parts.

- Conclusion 4: The Task Force documentation (Strategic Plan, annual reports, financial overviews, monitoring) provide insufficient transparency to determine how the Task Force contributes to solving the teacher gaps.
- Conclusion 5: The Strategic Plan lacks operational detail, limiting the effectiveness of interventions and reducing structural donor support.
- Conclusion 6: The balance in the set of activities in terms of importance, visibility, activation and impact in the Task Force is not optimal for positioning the Task Force members as agents of change.
- Conclusion 7: There is both momentum and an urgency to bring the Task Force to maturity.

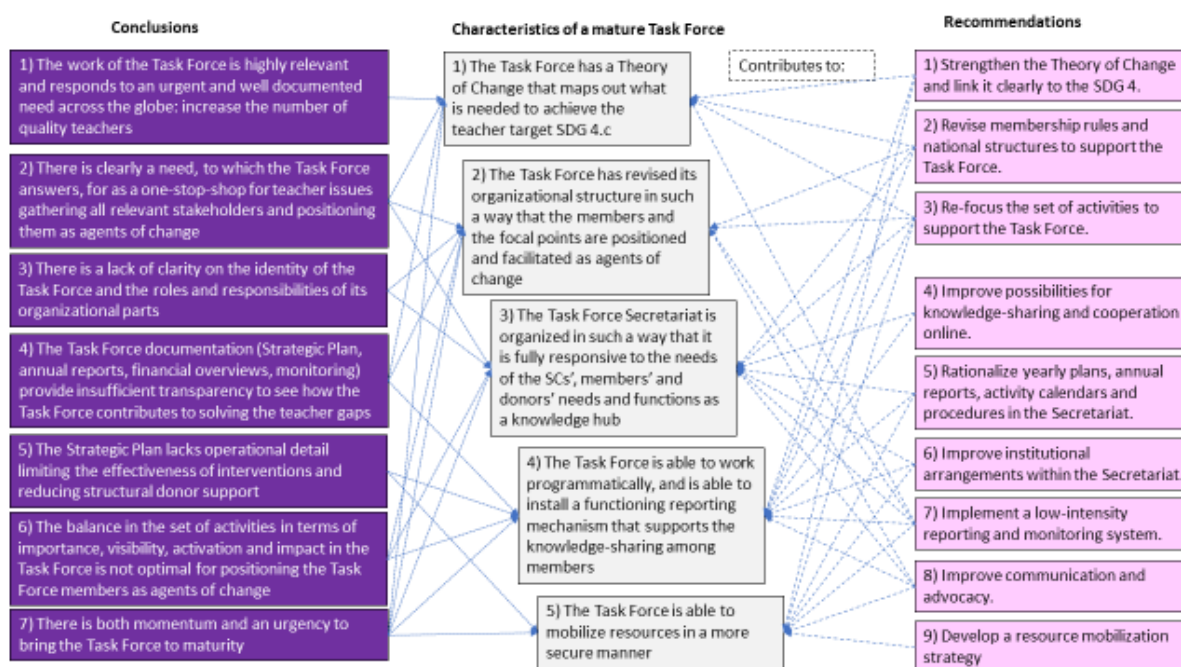
The evaluation identified a number of ideal criteria that would characterize a mature Task Force. These can be a point on the horizon for the Task Force, and consist of the following:

- The Task Force has a Theory of Change that maps out what is needed to achieve the teacher target SDG 4.c.
- The Task Force has revised its organizational structure in such a way that its members and the focal points are positioned and facilitated as agents of change.
- The Task Force Secretariat is organized in such a way that it is maximally responsive to the needs of the Steering Committee (SC), members and donors, and functions as a knowledge hub.
- The Task Force is able to work programmatically and is able to install a functioning reporting mechanism that supports knowledge-sharing among members.
- The Task Force is able to mobilize resources in a more structural long-term manner.

Recommendations

In this section, the evaluation team discusses practical implementation options linked to the conclusions and aspirations previously mentioned to arrive at this vision for a mature Task Force. The following schematic overview lists the options and relates them to future key characteristics.

FIGURE 1 OVERVIEW CONCLUSIONS, FUTURE CHARACTERISTICS AND PRACTICAL IMPLEMENTATION OPTIONS



The recommendations require all stakeholders to take action as the Task Force is functioning as a network organization in which each member should take responsibility. Obviously, many recommendations need to be addressed by the executive functions of the Task Force; i.e.

the SC and the Secretariat. However, the actions of the Secretariat should be under the responsibility of the SC, which are ultimately under the responsibility of all members of the Task Force. For the specific actions undertaken to implement the recommendation, the responsible part of the Task Force is mentioned.

1. Strengthen the Theory of Change and clearly link it to SDG 4

The current Strategic Plan only takes into account the Education for All (EFA) goals. The SDG provides a very concrete point on the horizon towards which the Task Force could work until 2030. This should provide the basis for a new Theory of Change.

Action point:	Actor:
1: Initiate a thorough discussion within the SC on what the Task Force would like to contribute to SDG 4; develop in advance different scenarios for the Task Force approach.	Under the responsibility of the SC , the Secretariat should initiate this discussion by providing a discussion document.

2. Revise membership rules and national structures to support the Task Force

The Task Force is based on voluntary membership, but depends on the active participation of all its members. The membership rules should therefore more clearly emphasize the key role the members play in making the Task Force a success and in achieving the SDG 4 objectives.

Action point:	Actor:
2: Further develop the Terms of Reference for the new Strategic Plan and take into account the above mentioned considerations.	Under the responsibility of the SC , an ad hoc group , with the support of the Secretariat , should develop the Terms of Reference.

3. Re-focus the set of activities to support the Task Force to take action

Respondents indicated – both in the interviews and in the survey – that more strategic choices need to be made with regard to the activities of the Task Force. For members, and even the SC members, the Task Force (or better still, the Secretariat) appears to act in an ad hoc manner that is not well structured against broader, overarching objectives.

Action points:	Actor:
3: Develop the new Strategic Plan and take into consideration the above mentioned issues.	Under the responsibility of the SC , an ad hoc group , with the support of the Secretariat , should develop the Strategic Plan.
4: Engage more actively in the Task Force activities and the collaborative work in between Policy Dialogue Fora.	All members of the Task Force , through the focal points , should engage more actively.
5: Stimulate the regional operational dimension in the new Strategic Plan.	Members of the SC , together with international NGOs and regional organizations , can coordinate regional work.

4. Rationalize yearly plans, annual reports, activity calendars and procedures in the Secretariat

As is indicated in section 3.2 on efficiency, the work of the Secretariat often appears to be ad hoc and subject to delays. This hampers the function of the Secretariat to effectively support the SC in their task (i.e. steering the Task Force).

Action point:	Actor:

6: Improve the reporting cycles in line with the above mentioned points.	The Secretariat should improve its reporting cycles
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5. Improve institutional arrangements within the Secretariat

Despite the general appreciation of the Secretariat's work, there is a broader impression that the Secretariat is not able to meet its obligations to the extent needed for a well-functioning Task Force.

Action points:	Actor:
7: The Secretariat should be further strengthened in terms of the staffing situation.	As the staffing situation is dependent on financial resources provided by donors and UNESCO as host organization, these partners in the Task Force need to take responsibility in strengthening the staffing situation within the Secretariat.
8: The Secretariat should improve its formal reporting processes towards the SC, the members and donors.	The Secretariat should take action to improve reporting processes.
9: Further clarify the relationship between the Secretariat and the UNESCO Section for Teacher Development so as to increase transparency.	UNESCO and the Secretariat should further clarify their relationship

6. Improve possibilities for knowledge-sharing and cooperation online

A key facilitating function of the Secretariat is to allow members of the Task Force to share knowledge and to cooperate. This currently happens during the Policy Dialogue Fora (PDF), but there is currently limited evidence that this also sufficiently happens in between the PDF.

Action points:	Actor:
10: The Secretariat should enforce the possibilities for knowledge-sharing and cooperation in an online platform, which would require a dedicated person within the Secretariat.	Under the responsibility of the SC , the Secretariat should strengthen knowledge-sharing possibilities.
11: Engage in online collaborative work and knowledge-sharing.	All members of the Task Force , through the focal points , should engage in online working and sharing.

7. Implement a low-intensity reporting and monitoring system

Currently, there is no reporting mechanism in place to provide the knowledge base for peer learning, to identify interesting practices, and to verify the impact of the Task Force at country level. Knowledge-sharing and evidence-gathering on developments occurs in an ad hoc manner through bilateral contacts and the PDF.

Action points:	Actor:
12: Design and implement a low-intensity reporting and monitoring mechanism, possibly linked to other reporting mechanisms (such as SDG reporting).	Under the responsibility of the SC , the Secretariat , with input from UNESCO , should work on a tailored and aligned reporting and monitoring system.
13: Members should commit themselves to providing information on the issues included in the reporting and monitoring systems.	All members of the Task Force , through the focal points , should engage in reporting and monitoring.

8. Improve communication and advocacy

Even though advocacy actions contribute towards the inclusion of a teacher target in the SDG, there are concerns that advocacy is not sufficiently able to play a convincing role at the national level. This is due to the finding that there is an absence of a structurally well-functioning Task Force: many activities appear ad hoc. In addition, the website (as an indication of the state of the overall communication strategy) is not up to date and cannot support advocacy actions (it does not instil trust and fails to activate visitors).

Action point:	Actor:
<p>14: Develop a communication strategy and activate the SC (Co-Chairs) and members of the Task Force to actively communicate the results of the Task Force.</p>	<p>Under the responsibility of the SC, the Secretariat should develop this communication strategy. The SC, Co-Chairs and members of the Task Force should communicate results.</p>

9. Develop a resource mobilization strategy

The Task Force relies for a large part on the funding of two main donors. In addition, there are ad hoc contributions made by a number of other donors. For sustainability reasons it would be beneficial to have more donors provide resources in a more systematic way. This requires that the Task Force is better organized, transparent in its operations and available resources, and delivers according to plan (see previous recommendations).

Action point:	Actor:
<p>15: Develop a resource mobilization strategy.</p>	<p>Under the responsibility of the SC, the Secretariat should develop this resource mobilization strategy.</p>

1. Introduction

1.1 Aim of the evaluation

The International Task Force on Teachers for EFA (henceforth, the Task Force) was established as a result of the Oslo Declaration, an outcome of the Eighth EFA High Level Group Meeting held in Oslo, Norway, in December 2008. The Task Force has seen two Strategic Plans (2009–2013 and 2014–2016) and was externally evaluated in early 2012.¹

The provisions related to the objectives and membership of the Task Force, as well as funding mechanisms, are included in the Terms of Reference (ToR) of the Task Force and the 2014–2016 Strategic Plan. These documents also specify the mandate, and the roles and responsibilities of its members. They also include the objectives, the activities and the expected results. Within the framework of the above provisions, the activities of the Task Force and its Secretariat were to be evaluated during the last year of the 2014–2016 Strategic Plan. The adoption of the Education 2030 Agenda and the launch of the new Sustainable Development Goals (SDGs) may require a review of the structure and the operations of the Task Force in order to ensure its alignment with these processes and contexts, as well as the issues and priorities of the countries concerned and the international community at large. The outcomes of this evaluation will serve to guide the preparation of the post-2016 Strategic Plan and the ToR of the Task Force under revision.

According to the ToR, and in line with UNESCO's procedures regarding evaluation, the evaluator(s) will undertake the following four main tasks:

- A. Review the mandate of the Task Force, the formulation of its objectives, the execution of its Strategic Plan (2014–2016) and annual work plans, its reports on annual activities, and the structures in place for the implementation of its programme, including at country level, as well as its governance and funding modalities. From its achievements, undertake an in-depth analysis of the strengths and challenges encountered, as well as their causes and the remedial actions undertaken or required in line with the Education 2030 Agenda and SDGs.
- B. Undertake an assessment of the activities and expected results of the Task Force in order to determine to what extent the Task Force contributed towards achieving the objectives for which it was created, notably, by informing policies to close the gaps in teacher policy, capacity and finance.
- C. Analyse the processes, and how and by whom activities were achieved, and investigate to what degree partners' capacity was harnessed to achieve these activities. Review current cooperation with other partners and determine how this could/should be improved (expanded) to achieve best synergies and results.
- D. Elaborate recommendations on the measures to take to revitalize international cooperation so as to address the issues of teacher shortage and the quality of teaching, and to enhance learning in view of achieving the SDGs, particularly SDG 4 on education and related targets.

The evaluation will take into consideration the fact that the Task Force is a global alliance of partners, including several entities with their own status, priorities and operational modes. This evaluation will highlight the extent to which the objectives set have been achieved.

The evaluation consisted of a reconstruction of the Theory of Change and an assessment of the project implementation against the evaluation criteria (relevance, partnership/cooperation, effectiveness and impact, efficiency and sustainability). For the purpose of this evaluation, based on what is indicated in the ToR and further analysis, a detailed evaluation

¹ Townsend, T. 2012. Evaluation of the International Task Force on 'Teachers for Education for All' (EFA). Final report.

matrix was developed comprising the evaluation questions, the related indicators/judgement criteria, sub-questions, and indications on how the questions will be answered.

1.2 Evaluation methodology

This section presents the methodology applied to conduct the evaluation. In answering the evaluation questions, as operationalized in the evaluation matrix, and in (re)constructing the Theory of Change, the evaluation employed a mixed method approach consisting of desk research, interviews, a survey and observations of Task Force activities and events.

1.2.1 Desk research

Desk research forms an integral part of the evaluation. All members of the evaluation team analysed in detail the available project documents in order to extract information in light of the evaluation's questions. In fact, answering any evaluation question starts on the basis of desk research.

1.2.2 Semi-structured interviews

Besides document analysis (based on the documents made available by the Secretariat in the inception phase), a significant share of information needed to answer the evaluation questions came from interviews with the responsible staff at the Secretariat and other partners. Semi-structured interviews were conducted both in the inception phase and the data collection phase. The evaluation relies on a total of 40 interviews with three groups of stakeholders: (1) national level partners of the Task Force; (2) donors and organization members; and (3) the Secretariat and additional support. In addition to the interviews, to gain a deeper understanding of the dynamics within Task Force events and activities, these interviews were supplemented by **event observations**. The evaluators participated in the Policy Dialogue Forum (PDF) in Mexico in March 2016 and in the PDF in Siem Reap, Cambodia, in December 2016.

1.2.3 Global online survey

The data gathered in the desk review and the semi-structured interviews will be triangulated with the data obtained by the global online survey. The survey incorporates the views of all those involved in the work of the Task Force and is therefore an important tool to validate the findings obtained by other means, and to collect views on the implementation of the Strategy. All the members (country and donors/organizations) and all those that participated in Task Force events received an invitation to participate.

An invitation was sent to 528 stakeholders of the Task Force. Twelve emails were immediately returned due to incorrect email addresses. In total 192 stakeholders responded to the survey (rate of 37 per cent of valid addresses). Forty-five per cent of the respondents represented a country, 26 per cent represented an (international) non-governmental organization, and another 29 per cent were independent, mostly academics and consultants who had participated in one or more Task Force activities.

1.2.4 Analysis of the data collected

All data are continuously analysed based on the agreed approach laid down by the evaluation matrix. By continuously checking the information obtained through desk research, interviews and the survey against the structure of the evaluation report, the evaluation team ensured that no key insights were lost. After the data collection phase, the experts investigated the whole body of evidence gathered and made an overall assessment in line with the evaluation questions.

1.3 Structure of the report

The report is structured as follows:

- Chapter 2: Reconstruction of the Theory of Change
- Chapter 3: Assessing the Task Force against the evaluation criteria

- Chapter 4: Characteristics of a mature Task Force
- Chapter 5: Conclusions and recommendations

2. Reconstruction of the Theory of Change

The Theory of Change as a concept is applied to initiatives with ambitious and complex goals, which require both operational and strategic planning. It is commonly understood as an articulation of how and why a given intervention will lead to specific change.² The Theory of Change starts from a baseline analysis of the context and issues. It then maps out the logical sequence of activities and expected changes, including underlying assumptions, which are anticipated as being necessary among stakeholders and in the contextual conditions that support the desired long-term change.

2.1 Problem statement

Although the world failed to meet the Millennium Development Goal of achieving universal primary education by 2015, the international community has pledged to achieve universal primary and secondary education by 2030 as part of Sustainable Development Goal 4 (SDG 4). According to UNESCO Institute for Statistics (UIS) data, about 263 million children and youth are out of school and thus the SDG 4 goal cannot be reached without more primary- and secondary-level teachers in classrooms.³

According to UNESCO UIS projections, about 69 million teachers must be recruited to achieve universal primary and secondary education by 2030 to achieve SDG 4, which aims 'to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all'.⁴ Already in the framework of the Education for All (EFA) goals (goal 2), it was estimated in 2011 that 5.2 million teachers would have to be recruited between 2011 and 2015 in order to meet the universal primary education (UPE) goal by 2015 (EFA goal 2).⁵ The teacher shortage is a global concern and is influenced by changing education demands, but it is even more pressing in sub-Saharan Africa and Asia where countries have made gains in reducing the number of out-of-school children and generally see a rising demand for education from its growing school-age population. The greatest teacher shortages are in sub-Saharan Africa, which needs a total of about 17 million teachers to achieve universal primary and secondary education by 2030.⁶ The shortage of teachers not only impacts on whether SDG 4 will be achieved, but it has a (direct) impact on other SDGs as well, such as poverty reduction (SDG 1), good health and well-being (SDG 3), industry, innovation and infrastructure (SDG 9), and sustainable cities and communities (SDG 11).⁷

The teacher shortage not only refers to the quantitative lack of teachers, it also refers to the qualitative shortage. Only *quality* teachers can deliver quality educational outcomes. Studies⁸ on quality teaching and learning in classroom settings show that teacher quality determines – for the largest part (75 per cent) – the quality of learning in the classroom. Evidence suggests that the quality of teachers in many countries is low. A 2006 UNESCO UIS

² Stein, D., Valters, C. 2012. *Understanding Theory of Change in International Development: a review of existing knowledge*. JSRP Paper 1. London, Justice and Security Research Programme, International Development Department, LSE.

³ UNESCO eAtlas of Teachers: <http://tellmaps.com/uis/teachers/>

⁴ UNESCO UIS. 2016. UIS Fact Sheet. The World Needs Almost 69 Million New Teachers to Reach the 2030 Education Goals. October 2016, No. 39.

⁵ Education for All Global Monitoring Report (GMR). 2013–2014. Teaching and Learning: Achieving quality for all; Montreal, UNESCO Institute for Statistics; UNESCO UIS. 2013. UIS Fact Sheet. A Teacher for Every Child: Projecting Global Teacher Needs from 2015 to 2030. October 2013, No.27.

⁶ UNESCO eAtlas of Teachers: <http://tellmaps.com/uis/teachers/#!/tellmap/1117625584>; UNESCO UIS. 2016. UIS Fact Sheet. The World Needs Almost 69 Million New Teachers to Reach the 2030 Education Goals. October 2016, No. 39.

⁷ SD Knowledge Platform: <https://sustainabledevelopment.un.org/?menu=1300>

⁸ Rivkin, S.G., Hanushek, E.A., Kain, J.F. 2005. Teachers, Schools, and Academic Achievement. *Econometrica*, Vol. 73, No. 2, pp. 417-458.

report concludes that 'countries needing the most new teachers also currently have the least-qualified teachers'.⁹ This situation has not changed over time and policies must address both teacher quantity and quality. This is captured in SDG Indicator 4.c1: 'Proportion of teachers in: (a) pre-primary; (b) primary; (c) lower secondary; and (d) upper secondary education who have received at least the minimum organized teacher training (e.g. pedagogical training) pre-service or in-service required for teaching at the relevant level in a given country'.¹⁰ It is therefore fundamental to increase the number of qualified teachers in areas where they are greatly needed. It is also necessary to improve the quality of the training of teachers, their status and working conditions.¹¹

In solving the quantitative and qualitative teacher shortage in relation to policies, three 'teacher gaps' are identified: the policy gap, the capacity gap and the financing gap.¹²

2.2 From problem statement to change process

The problems related to teacher shortages and the central role of teachers in educational processes have been acknowledged by the Oslo Declaration. The Eighth EFA High Level Group Meeting held in Oslo, Norway, in December 2008, endorsed the creation of the International Task Force on Teachers for EFA (henceforth, the Task Force), whose primary objective is to overcome the 'teacher gap'.¹³ The Task Force aims to 'tackle the critical shortage of qualified teachers in order to attain the internationally agreed EFA goals', which pertain to equal access to quality education for all (EFA goals 2, 5, 6).¹⁴ These EFA goals were replaced by SDG 4 in 2015.

The Task Force addresses the problem of the 'teacher gap' by 'enhancing the performance and progress of the education systems in their efforts to tackle the critical shortage of qualified teachers'. It takes a system-level approach that is operationalized into three specific objectives. Taken together, the three objectives bring together national stakeholders from different countries around teacher issues so as to prioritize teacher issues, learn about other approaches and receive support where needed. This would encourage policy-makers at the national level to work on improving their teacher policies.

The mission of the Task Force is to advocate for and to facilitate the coordination of international efforts to provide sufficient numbers of well qualified teachers to achieve EFA goals (up until 2015) and the 2030 Agenda for Sustainable Development. The Task Force participates in and supports teacher development initiatives of policy-making and monitoring, knowledge production and resourcing.¹⁵

2.3 Line of reasoning: from objectives to activities and results

Each objective links directly to a Main Line of Action (MLA), which consists of a combination of activities that each seek to contribute towards the related specific objective. Successful measures of the activities are also explicitly defined for each activity. More specifically, the Strategic Plan (2014–2016)¹⁶ defined three specific objectives (MLAs) to:

⁹ UNESCO UIS. 2006. *Teachers and Educational Quality: Monitoring Global Needs for 2015*, Montreal, UNESCO Institute for Statistics.

¹⁰ SD Knowledge Platform: <https://sustainabledevelopment.un.org/sdg4>

¹¹ International Teacher Task Force on Teachers for Education for All (EFA). 2013. Strategic Plan - Second phase of action (2014-2016).

¹² Ibid.

¹³ The name of the Task Force is now 'International Task Force on Teachers' as a result of the end of the EFA era, and the launch of the Framework for Action of Sustainable Development Goals: Education 2030 Agenda in 2015.

¹⁴ The International Task Force on Teachers for Education for All (EFA). 2013. Strategic Plan - Second phase of action (2014-2016).

¹⁵ Mission of Task Force: <http://www.teachersforefa.unesco.org/v2/index.php/en/about-us/our-mission/our-mission>

¹⁶ The Post-2016 Strategic Plan and the revised Terms of Reference of the Task Force are under preparation and will take into consideration the outcomes of the current evaluation.

<p>○ Offer opportunities for members to discuss, advocate and collaborate internationally on teacher issues, which are created and/or enhanced for a well informed and resourced global agenda (MLA 1: advocacy). Success of the objective is measured by:</p> <ul style="list-style-type: none"> ○ (1) the number of successful collaborative initiatives that result from Task Force interaction (at least 6); and ○ (2) the number of (groups of) countries that made commitments to improve teacher policies (at least 5 countries/3 groups of countries). <p>The Expected Result is:</p> <ul style="list-style-type: none"> ○ (ER1.1) to increase synergies between global/regional programmes. Milestone: Number of global initiatives using Task Force network (at least 4). ○ (ER1.2) increase awareness of stakeholders on the importance of teachers. Milestone: Number of events for which Task Force provides input (at least 4) and number of global events organized by Task Force (at least 3). <p>The logic is that through increased synergies between (international) policy programmes and greater awareness of stakeholders, the Task Force contributes to additional collaborations on the issue of teachers to ensure a high priority on the policy agenda.</p>
<p>○ Collection, monitoring and sharing of knowledge, experience and good practice as well of research and policy-relevant analytical work are supported for improved policy-making (MLA 2: knowledge creation/sharing). Success of this objective is measured by:</p> <ul style="list-style-type: none"> ○ (1) the number of countries/regional groups that report having used lessons learned as part of teacher policy design/monitoring (at least 6 countries/2 groups of countries). <p>The Expected Result is to increase:</p> <ul style="list-style-type: none"> ○ (ER2.1) the availability and application of information. Milestones: Number of studies/policy briefs published (at least 1 / 2 respectively); Number of global/regional events organized (at least 1 / 2 respectively); Number of countries of familiarized stakeholders (at least from 50 countries); Global report produced as baseline study (at least 1 produced). ○ (ER2.2) opportunities to exchange knowledge, information and expertise. Milestones: Number of international policy dialogue forums organized (at least 1); Number of expert meetings/online fora organized (at least 2 each). <p>The logic is that by contributing to the provision of information and the opportunities to share this information and experience, the Task Force ensures that knowledge on the various issues related to teachers is shared with relevant stakeholders so this can be used for new policy development.</p>
<p>○ Access to technical assistance and/or capacity development services at country level is improved (MLA 3: country support). Success of this objective is measured by:</p> <ul style="list-style-type: none"> ○ (1) the number of agencies/networks that partnered to provide technical assistance (at least 3); ○ (2) number of countries supported in development/monitoring of national teacher policies (at least 6); and ○ (3) number of regions supported by Task Force Secretariat/Task Force member in collaborative regional initiatives (at least 3). <p>The Expected Result is to increase:</p> <ul style="list-style-type: none"> ○ (ER3.1) initiated/reinforced teacher policy programmes. Milestones: Teacher Policy Development Guide produced; Number of expert meetings/online fora organized (at least 1); Number of agreements to support policy development (with at least 5 countries). ○ (ER3.2) strengthened (sub-)regional entities in their collaboration. Milestone: Number of regional entities reporting implementation (at least 3 regional entities reporting implementation in at least 10 countries). <p>These activities contribute to the general objective of the Task Force, as not all countries may have the capacity to develop their policies.</p>

The underpinning theory is similar to the approach of other UNESCO initiatives combining advocacy, knowledge-sharing and country-specific work. The logic is that by: (1) raising awareness/policy priority; and (2) providing state-of-the-art knowledge on teacher issues (on the various strands identified), the Task Force can contribute to system level changes in countries. To further support countries that may not have the capacities to make use of these two pillars, the Task Force also mobilizes: (3) country support, to provide assistance in implementation.

2.4 Implementation

The Task Force has an average annual budget of around US\$1.5 million. This budget is provided by its main donors, the European Commission and Norway. Other countries also provided funding for specific activities, such as Germany (on a yearly basis), Namibia, Dubai

Cares¹⁷, Saudi Arabia and the Hamdan Foundation.¹⁸ Approximately one-third of the budget is spent on staff costs.

The work of the Task Force is structured by annual work plans and annual reports. Each annual work plan defines the activities in line with the Main Lines of Action (as presented in the previous section), and the annual report presents the progress made. Table 1 presents the activities per year for each of the MLAs.

TABLE 1 OVERVIEW OF ACTIVITIES PER YEAR AND MLA (ACCORDING TO THE ANNUAL REPORTS)

	2014 ¹⁹	2015	2016
MLA 1	<ul style="list-style-type: none"> 1.1.1 Launch of GMR and Task Force video: Addis, 01/14 1.1.2 GPE community of practice forum 1.1.3 Resource mobilization and partnership-building (ongoing) 1.1.4 Side event with Brazil PD at BRICS 1.1.5 GEM SC meeting: Muscat, 05/14 1.1.6 DESD conference: Nagoya, 11/14 1.1.7 Closing forum for EI Campaign: Canada, 11/14 1.2.1 EI Campaign: Unite for Quality Education 1.2.2 Global Action Week 1.2.3 World Teachers' Day (UNESCO-Hamdan Prize Award ceremony) 1.3.1 Website maintenance/ update (FR version to develop) 1.3.2 Production of bilingual bi-monthly newsletter and supplies 1.3.3 One regional workshop on ILO/UNESCO recommendations 1.3.4 Promotion of ILO Guidelines on decent work of ECE personnel 1.3.5 Joint symposium with MASHAV 	<ul style="list-style-type: none"> 1.1.1. Contributions to the formulation of Education 2030 teacher-related items 1.1.2 Collaboration with the Global Partnership for Education (GPE) 1.2.1 Website development 	<ul style="list-style-type: none"> Advocacy and sensitization materials on the Teacher Target in SDGs and Education 2030 organization of and participation in global and regional fora and events (World Teachers' Day, 50th anniversary of ILO/ UNESCO recommendation on teachers, etc.)²⁰
MLA 2	<ul style="list-style-type: none"> 2.1.1 International Policy Dialogue Forum (dates, venue theme) 2.1.2 Experts meeting on teacher management in PCPD context 2.1.3 Online forum on teacher issues (periodical) 2.2.1 On equity in teacher policies and practices (ongoing thematic group work) 2.2.2 On recruiting and retaining teachers (review) 2.2.3 On contract teachers (research study) 2.2.4 Two Policy Briefs 2.3.1 Development of an M&E framework on teachers/teaching 2.3.2 Preparing a global report on teachers 	<ul style="list-style-type: none"> 2.1.1 The Second Biennial Conference on Inclusive Education in West and Central Africa in Buea (Cameroun) 2.1.2 Preparation for the 8th Policy Dialogue Forum 2.2.1 A review of the status of contract teachers 2.2.2 Preparation of International Thematic Report on Teachers 2.3.1 New statistical survey on teachers in Asia 2.3.2 Partnership Agreement with research and teacher education institutions and networks 	<ul style="list-style-type: none"> 2.1.1 Organization of the 8th Policy Dialogue Forum (Mexico City) 2.1.2 Organization of the International Conference on the Use of Contract Teachers in Addis Ababa (Ethiopia) 2.1.3 Preparation for the 9th Policy Dialogue Forum in Siem Reap (Cambodia) 2.2.1 A review of the status of contract teachers 2.2.2 Preparation of International Thematic Report on Teachers 2.3.1 Work on framework for monitoring the teacher gaps²¹ 2.3.2 Partnership with research and teacher education institutions and networks
MLA 3	<ul style="list-style-type: none"> 3.1.1 Guide for teacher policy development 3.1.2 Support to X countries in piloting/implementing guide for national teacher policy development 3.1.3 Stakeholders dissemination workshop 3.1.4 Teacher management in PCPD context (implementation of expert meeting report/study in selected X countries) 3.2.1 Social dialogue capacity building workshop 3.2.2 Monitoring the technical support 3.3.1 PACTED Roadmap implementation 3.3.2 Implementing/carrying over recommendations from TVET Teachers study 3.3.3 Support to LAC teacher strategy implementation 	<ul style="list-style-type: none"> 3.1.1 A guide for the development of a national teacher policy 3.2.1 Technical organization of the Sub-Saharan African Regional Ministerial Meeting on Post-2015 Education agenda in Kigali (Rwanda) 3.2.2 Teacher management in fragile states 	<ul style="list-style-type: none"> 3.1.1 Support to countries in their use of the Teacher Policy Development Guide 3.2.1 Developing a proposal for the Norwegian Teacher Initiative

¹⁷ Dubai Cares is a philanthropic organization working to improve children's access to quality primary education in developing countries.

¹⁸ Hamdan bin Rashid Al-Maktoum Award for Distinguished Academic Performance.

¹⁹ Activities are not numbered and not all activities listed are discussed in the descriptive text of the annual report.

²⁰ The activities in MLA 1 are taken from the financial overview instead of the descriptive text.

²¹ The title for this activity was 'A.2.2.2 Preparation of International Thematic Report on Teachers', which was considered incorrect.

3.3.4 Review of progress in teacher policies (Indonesia and Thailand)		
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2.5 Actors

The Task Force is a voluntary global alliance of partners, and its achievements depend on contributions from all its members. It consists of three types of actors, as highlighted in the box.

Implementing actors

- Task Force Secretariat
- Loaned experts supporting the Secretariat (provided by Task Force members)

Beneficiaries

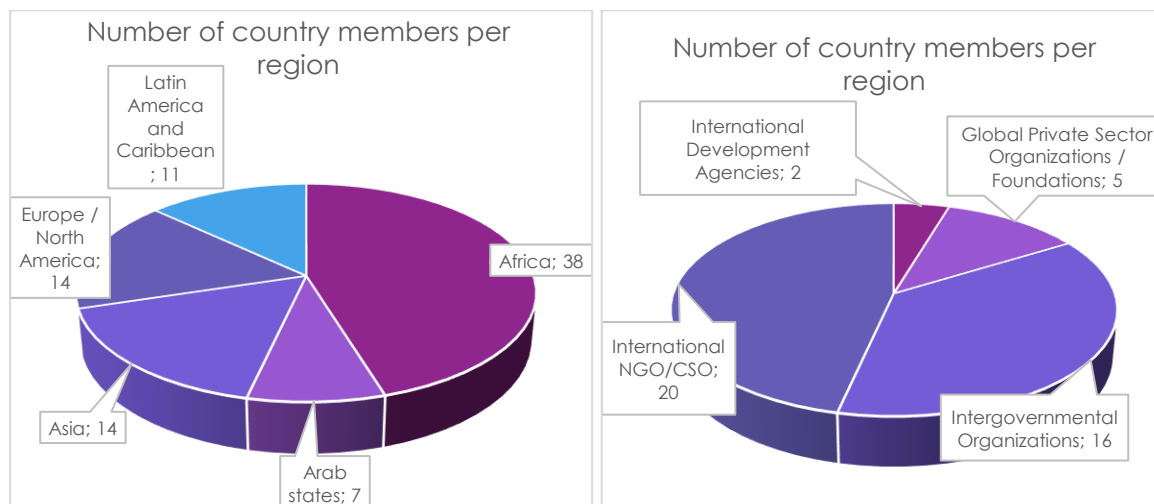
- Country members of the Task Force, with special attention to developing countries (emphasis on sub-Saharan Africa, and South and West Asia)
- Regional organizations working on teacher issues
- Teacher organizations
- Ultimate or indirect beneficiaries includes the children, teachers, school managers and communities

Additional external stakeholders

- Task Force donors and international organizations
- Related networks of teacher education research institutions

As of November 2016, the Task Force has 84 country members, 43 organizational partners and 14 Task Force partners. The Task Force membership grew rapidly between 2014 and 2016 from 95 members to 141. The distribution of country members across continents is presented in Figure 2 together with the types of members representing organizations.

FIGURE 2 DISTRIBUTION OF COUNTRY MEMBERS AND ORGANIZATION MEMBERS (NOVEMBER 2016)



Source: *Teacher Task Force Annual Report 2016*

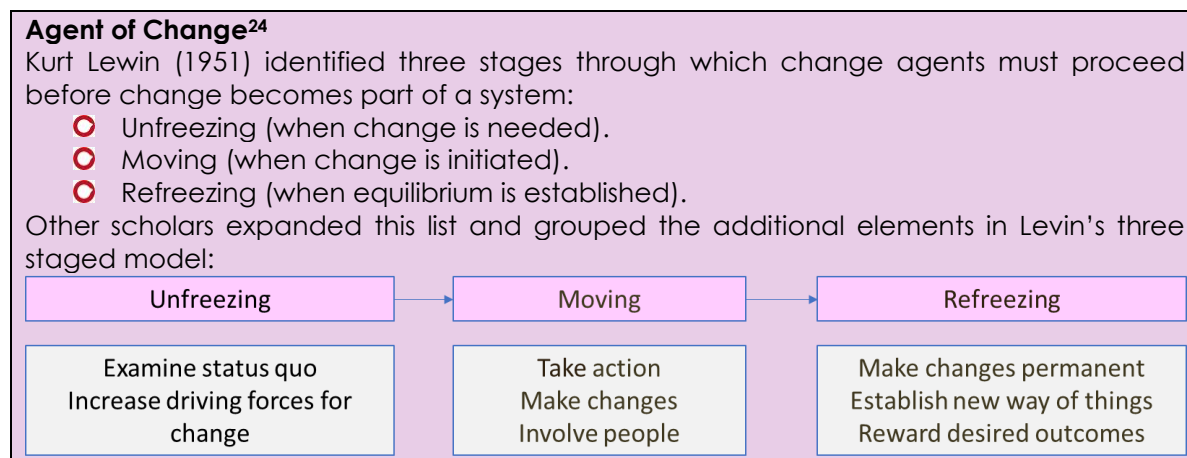
Each member of the Task Force appoints a **focal point** who can represent his or her organization/country and is responsible for the interactions between the Task Force and the country/organization.²²

As indicated by the Task Force documentation, 'the work of the Task Force relies heavily on its network of focal points that represents the voice of the whole membership'.²³ These members and their focal points are within the change process regarded as the main **'agents**

²² See: <http://www.teachersforefa.unesco.org/v2/index.php/en/about-us/how-we-work/members3>

²³ The International Task Force on Teachers for Education for All (EFA). 2013. Strategic Plan - Second phase of action (2014-2016), p. 14.

of change' as they are the ones that need to be well equipped with knowledge in order to initiate policy developments within countries and organizations. The box below explains what is understood by the concept of 'agents of change'.



The Secretariat of the Task Force is established and hosted within UNESCO Headquarters in Paris. In consultation with UNESCO it implements a work plan drawn from strategic orientations by its Steering Committee, which consists of the various constituencies within the Task Force (countries, intergovernmental organizations, international non-governmental organizations and private foundations interested in education and teacher related issues). Through its Steering Committee, the Task Force mandates the Secretariat to initiate and coordinate a series of strategic and catalytic activities that reflect the aspirations of its members and help guide its work.

2.6 Assumptions and risks

Per MLA, the following specific assumptions for achieving results can be mentioned:

- MLA 1 Advocacy:
- Participants have the resources and calendar availability to attend events.
 - Partners continue to work on teacher issues and/or EFA as part of their priorities. A risk is that awareness, though raised, may still not match behaviours of prioritization in national, regional and international agendas.
 - High-level resource experts will be available vis-à-vis their yearly agendas.
- MLA 2 Knowledge sharing
- Policy-makers and researchers examining teacher policy issues will find research questions and problems identified by the Task Force relevant to their own agenda and contexts.
 - Other internal assumptions concern the availability of data and the political will/capacity to monitor policies.
- MLA 3 Country support
- Partners will be available to provide technical assistance and capacity-building to (multiple) countries as part of their own strategies and planning.
 - Countries' teacher education stakeholders are willing and available to attend and participate in teacher policy development.

In relation to the envisaged change process, the following **risks** are identified:

²⁴ Lewin, K. 1951. *Field Theory in Social Science*. New York, Harper & Row; Rogers, E. 2003. *Diffusion of Innovations*. Fifth edition. New York, Free Press; Lippitt, R., Watson, J., Westley, B. 1958. *The Dynamics of Planned Change*. New York, Harcourt, Brace & Company; Tomey, A. 2009. *Guide to Nursing Management and Leadership*. Eighth edition. St Louis MO, Mosby Elsevier.

- Educational budgets are under pressure throughout the world, restricting room to manoeuvre to improve the quality of teaching and learning (dropping globally from 4.8 per cent of GDP in 2009 to 4.4 per cent of GDP in 2012).²⁵
- Another risk relates to the existence of several initiatives focusing on teachers. Though this constitutes a positive momentum for addressing teacher issues, it requires careful consultation, cooperation and possibly coordination to achieve full synergy. The proposed engagement with major global education initiatives aims to maximize this synergy from inception and throughout the second phase of the Task Force programme.
- Strengthening coordination of international efforts as relevant to teacher issues is a major focus of the project. In this regard, it is assumed that international partners will be able to provide consistent attention and support to global efforts to provide teachers for EFA and post-2015 education requirements, and will be willing to pool their resources together and coordinate their actions.
- A risk actually experienced during the first phase relates to political instability in some of the targeted beneficiary countries, which most need sustained interventions. Although security challenges and government reshuffles hamper smooth implementation, adequate measures need to be found so as not to deprive this type of underprivileged group from education services in the pure spirit of EFA. Flexibility in donor time-frame requirements for these contexts is to be considered.
- Finally, a specific risk with regard to the need to ensure adequate participation of Task Force members from low-income countries is that funding may be insufficient given the general economic context and specific national circumstances.

2.7 Conclusions concerning the Theory of Change

The problem of quantitative and qualitative teacher shortages is well documented and the need for action in a joint, international approach is well argued given the EFA and SDG goals. A critical factor in the ToC is whether the Task Force is sufficiently in place to provide the enabling conditions for the focal points (as agents of change) to ensure that substantial developments take place in the area of teacher policies. Another weakness in the ToC is the relationship between what the Task Force is doing and how this relates to solving the quantitative and qualitative teacher shortage. The Task Force did not closely link its objectives in quantitative terms to the EFA and SDG goals: What intermediate results need to be achieved to contribute towards attaining the EFA/SDG goals? The work of the Task Force relies on a critical assumption that engagement of members and donors remains at a high level, but the ToC does not indicate mechanisms on how to ensure this.

²⁵ UNESCO UIS. 2012. Government expenditure on education, total (% of GDP): <http://data.worldbank.org/indicator/SE.XPD.TOTL.GD.ZS>

3. Assessing the Task Force against evaluation criteria

In this chapter the Task Force is assessed against the evaluation criteria. Per evaluation criterion, the data gathered to answer the underlying evaluation questions, as defined in the evaluation matrix, is used.

3.1 Relevance

3.1.1 How relevant are the objectives and goals, which the Task Force has set out to achieve, to the expectations of its members as they relate to strategies to reduce the teacher gaps?

The overall objective of the Task Force is to enhance the performance and progress of the education systems in their efforts to tackle the critical shortage of qualified teachers in order to attain the internationally agreed EFA goals.²⁶ The Task Force should provide: 1) opportunities for members to discuss, advocate and collaborate internationally on teacher issues, which are created and/or enhanced for a well informed and resourced global agenda; 2) collect, monitor and share knowledge, experience and good practice, as well as research and policy-relevant analytical work, which are supported for improved policy-making; and finally 3) improved access to technical assistance and/or capacity development services at country level.²⁷

The objectives of the Task Force are considered very relevant given the global demand for teachers and the global goals concerning inclusive and equitable quality education. Sustainable development goal 4 seeks 'to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all'. Despite progress, the world failed to meet the Millennium Development Goal of achieving universal primary education by 2015. In 2013, the latest year for which data are available, 59 million children of primary school age were out of school.²⁸ Progress is made in several ways, but the situation is still urgent. To fulfil the promise of universal primary and secondary education, 26 million primary school teachers are needed by 2030, according to current estimates.²⁹

As stated earlier in section 2.1, according to UNESCO UIS data, about 263 million children and youth are out of school. According to UNESCO UIS projections, about 69 million teachers must be recruited to achieve universal primary and secondary education by 2030 in order to attain Sustainable Development Goal 4 (SDG 4), which aims to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.³⁰

The data presented above underline the relevance and the urgency of solving the problem of shortage of teachers. The next related question is: Are the three lines of action the optimal approach to make progress in achieving this goal?

The expectations of the interviewed members of the Task Force are very much along the same lines as the objectives mentioned in the Strategic Plan. All respondents agree on the relevance of the objectives as such. They see the Task Force as an impactful entity to prioritize the shortage of teachers worldwide, raising that issue on agendas of various governmental and professional bodies around the world. They state that the Task Force is a valuable platform for knowledge-sharing and knowledge creation. They indicate it could turn in to be a one-stop shop for people, countries and organizations that are looking for expert knowledge, support and resources on teacher issues. The relevance is underlined by every

²⁶ The International Teacher Task Force on Teachers for Education for All (EFA). 2013. Strategic Plan - Second phase of action (2014–2016).

²⁷ Ibid.

²⁸ Report of the Secretary-General, Progress towards the Sustainable Development Goals: <https://sustainabledevelopment.un.org/sdg4>

²⁹ Ibid.

³⁰ UNESCO UIS. 2016. UIS Fact Sheet. The World Needs Almost 69 Million New Teachers to Reach the 2030 Education Goals. October 2016, No. 39.

member interviewed in this evaluation study. However, some would like the Task Force to be more closely in touch with the actual educational field and with teachers. Some argue that the focus is very much on teacher capacity and less on teacher quality, something they would prefer to be more in balance. The Task Force goes through stages of development. In the previous stage it was focused on the issue of teacher shortages and on how to address this in order to bridge the policy gap, the capacity gap and the financing gap.³¹ A major challenge in that stage was to get the issue on the agenda of key organizations, governments and other bodies. Task Force activities were contributing to increasing international attention on teachers, thus helping countries to prioritize it higher on their political agenda.³² In the next phase – the one evaluated in this report – a shift is visible towards more focused lines of action, which are advocacy and coordination with global initiatives, knowledge creation and sharing, and country support.³³ Now that attempts to address the issues seem to have been successful, the activities may now need to shift towards the actual implementation of education policies among teachers and children. Members are particularly interested in sharing knowledge and experiences on how to make things happen in practice. These more practice oriented needs require greater emphasis on country support.

3.1.2 To what extent are the objectives of the Task Force aligned with or complementary to the other initiatives of its members or other international education players such as UNESCO?

In its Strategic Plan, UNESCO mentions six goals:

- Enhanced synergy in the delivery of teacher related programmes undertaken by EFA partners in relation to teachers at global and regional levels.
- Increased awareness among stakeholders of the vital role of teachers in the achievement of goals in global education and development agendas, resulting in higher prioritization of support to teachers.
- Information on practices, research findings and relevant data on the various teacher issues, and their inter-related dimension, are available and applied in decision-making for teacher policy development, review and reform at national, regional and global levels.
- Opportunities are created for policy-makers, researchers, practitioners and other stakeholders across countries and regions to exchange knowledge, information and expertise in connection to national and regional teacher policy objectives.
- Teacher policy development and implementation are initiated or reinforced as part of national education sector programmes.
- Regional and sub-regional entities are strengthened in their collaboration to design implement and monitor common frameworks of teacher policy and practice.

Including UNESCO, the Task Force consists of representatives of education authorities, representatives of teachers (unions, professional associations and individual teachers), learners and other education stakeholders.³⁴ It is a multi-stakeholder partnership of an entirely voluntary nature that includes: national governments (all world regions); intergovernmental organizations at global, regional or sub-regional levels, and other UN agencies; international non-governmental organizations, civil society organizations and global teachers organizations; bilateral and multilateral international development agencies; and global private sector organizations and foundations.³⁵ Each of the members have their own

³¹ Townsend, T. 2012. Evaluation of the International Task Force on 'Teachers for Education for All' (EFA). Final Report.

³² Ibid.

³³ The International Teacher Task Force on Teachers for Education for All (EFA). 2013. Strategic Plan - Second phase of action (2014–2016).

³⁴ UNESCO. 2015. Teacher Policy Development Guide. Paris, UNESCO.

³⁵ See: <http://www.teachersforefa.unesco.org/v2/index.php/en/about-us/how-we-work/members3>

perspectives. The ILO approaches the issue from a labour perspective, Education International (EI) from a union perspective, the World Bank from an economic perspective, governments from their national country perspective, NGOs from such perspectives as equality or safety/security, and educational organizations from a school, parents and professional perspective. The Task Force offers each of the participants the opportunity to dialogue with other members, each bringing their own perspectives. This unique added value helps members to develop strategies and policies that go beyond their specific scope.

UNESCO works with the ILO in the organization of the World Teachers' Day.³⁶ The UNHCR focuses on education for refugees.³⁷ The World Bank, UNICEF and UNESCO are promoting a range of strategies and policies to help countries respond to the challenges of teacher supply and quality.³⁸ Save the Children is involved in reducing shortages of nursery teachers.³⁹ UNICEF is involved in projects on education in conflict areas, as one out of four children in conflict areas appear to be out of school.⁴⁰ These examples make it clear that partner organizations in the Task Force are each involved in the fight against the shortage of teachers and of teaching generally. Their activities are aligned with the objectives of the Task Force, and the Task Force in turn supports these initiatives through contacts, expertise, funding and other forms of support.

Initiatives undertaken in countries often focus on policy-making and governance. In the interviews included in this evaluation, initiatives of other kinds are also mentioned but less frequently. In accordance with this, some respondents indicated that they would like the Task Force to be more practical and more focused on teacher organizations and actual teaching rather than on governments or other policy-makers. Still, as far as the policy-making is concerned the members were very positive about the documents produced by the Task Force, i.e. the Task Force policy document. The overall response indicates that the numbers of initiatives outside the scope of the Task Force are perceived as low. The reaction most often heard is that in between Task Force meetings the level of activity is below expectations. The engagement during meetings is high, but is not sufficiently sustained in between meetings.

The goals and objectives of the member organizations and the Task Force goals are aligned and/or are complementary. The goals of the Task Force run parallel with the goals of UNESCO. There is also an overlap with the goals of other bodies represented in the Task Force such as UNICEF, Save the Children, the World Bank, UNHCR, and so on. The Task Force represents a broad perspective in which the goals of the participating bodies fit very well. The wide scope of the Task Force provides its members with the opportunity to benefit from this wide scope and to analyse their own initiatives in this context. Conflicting goals were neither identified in documents nor in interviews.

3.1.3 What is the added value of the Task Force to its members?

As indicated in the previous section, the work of the Task Force adds value to the work of its members. The Task Force provides members with opportunities to meet, learn, and be inspired, and to discuss and debate. The work of the Task Force also provides its members with documentation, examples of good practice and expert support. The Task Force also plays an important role in connecting countries to donors. Members indicated that the Task Force actually does all those things.

Statements made by respondent show a variety of added values: 'Global representation and leadership of the Task Force on teacher issues'; 'The Task Force is an important help to developing countries offering a lot of knowledge and focus on a crucial issue. It has

³⁶ See: <http://www.unesco.org/new/en/unesco/events/prizes-and-celebrations/celebrations/international-days/world-teachersday-2016>

³⁷ See: <http://reporting.unhcr.org/sites/default/files/UNHCR%20Education%2020160810.pdf>

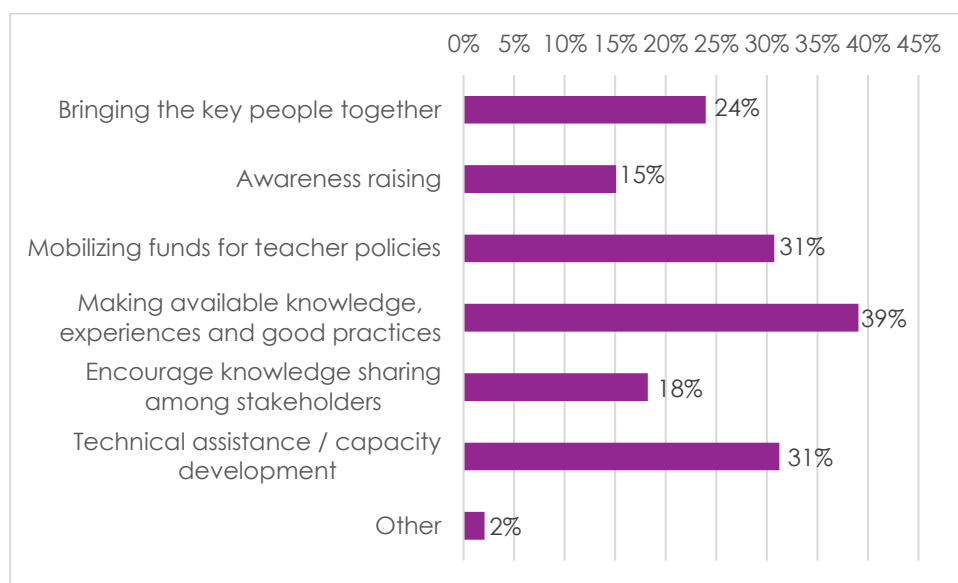
³⁸ A Review of Evaluative Evidence on Teacher Policy Evaluation Office, March 2016.

³⁹ See: <http://www.savethechildren.org.uk/get-involved/campaigns/early-years>

⁴⁰ See: <http://www.globalpartnership.org/blog/conflict-remains-major-barrier-schooling>

contributed in individual countries to getting a critical mass in the right direction'; 'It is the only global alliance bringing all different stakeholders together. It is mobilizing capacity'; 'The comparative advantages of the members of the Task Force resides first and foremost in its membership of various bodies operating in the field of education, ministries responsible for educational affairs in different countries, syndicates, international organizations, donors'; and 'The Task Force, and especially its connection with UNESCO, brings visibility and a quick mobilization. The Task Force mobilized authorities'. It may be considered, as one of the respondents formulates it, 'an unrivalled network' of people and organizations of various backgrounds and fields of expertise. Its meetings are highly inspiring and the networks have an intrinsic value and potential. The survey included in this evaluation shows further nuances in terms of the needs of the members.

FIGURE 3 ADDED VALUE OF ACTIVITIES TOWARDS TACKLING THE SHORTAGE OF QUALIFIED TEACHERS



Source: Online survey conducted among Task Force members (2017)⁴¹

Thirty-nine respondents to the survey awarded the highest added value to the availability of knowledge and experience, followed by technical assistance and the mobilization of funds (31 per cent). There are no substantial differences between the added value of the categories for representatives of countries, international organizations and independents. The graph pattern shows that there is relatively less need for awareness-raising and knowledge-sharing. This seems to indicate that the Task Force has grown mature and now wishes to become more focused on action. The days of advocacy and awareness-raising have made way for an emphasis on policy-making and implementation. This is where the added value may be found.

3.1.4 What specific roles can and should the Task Force play in the implementation of the Education 2030 Agenda?

The Education 2030 agenda has as its goal to 'ensure inclusive and equitable quality education and promote lifelong learning opportunities for all'. The global education agenda (Education 2030) is part of the 17 UN Sustainable Development Goals (SDGs) that make up the 2030 Agenda for Sustainable Development.⁴² Derived from the 2030 Education agenda, the Education 2030 Framework for Action outlines how to translate the commitments made

⁴¹ Respondents could select up to two answers, therefore the categories do not add up to 100 per cent.

⁴² See: <http://www.unesco.org/new/en/education/themes/leading-the-international-agenda/education-for-all/sdg4-education-2030/>

at Incheon into practice at country, regional and global levels, and provides guidance for implementing Education 2030.⁴³

The Education 2030 documents further specify the sustainable development goal on education (SDG 4). The derived objectives include:

- inclusive and equitable quality education;
- promoting lifelong learning opportunities for all;
- expanding access to education;
- inclusion and equity in and through education;
- recognition of the importance of gender equality in the right to education for all;
- quality education and improving learning outcomes;
- highlighting the need for education in safe and secure learning environments; and
- ensuring that education is maintained during situations of conflict.⁴⁴

The United Nations has a special collective responsibility to coordinate the 2030 Agenda for Sustainable Development at global level under the close supervision and guidance of its Member States. Accordingly, UNESCO, along with other agencies, and together with GPE and OECD, are expected to individually and collectively support countries in implementing Education 2030.⁴⁵

To support the realization of these goals, the Task Force ensures coordination among members by putting in place the necessary legal and policy frameworks for accountability and transparency, and participatory governance. It promotes and ensures the conclusion of partnerships between members to achieve the objectives of the 2030 Agenda, and it contributes to the collection of the necessary data to monitor the progress made in view of the goals. Thus, the Task Force facilitates change at national level.

Country specific work is important to effectuate these changes. For improvements to be made, work at country level is crucial. Advocacy is fine, but country level work is what eventually makes the difference. The Task Force has a function that facilitates linking and connecting people, organizations and governments to support each other in country oriented change processes. Countries may share experiences, and organizations may send experts and consultants. The Secretariat has an organizational support role in these matters. It may support the 2030 Agenda through advocacy for SDG 4.c and through documentation and knowledge-sharing. It may serve as a service desk for organizations and policy-makers who are in need of knowledge, experts or consultants. The Task Force also provides support in terms of tools, such as the Teacher Policy Development Guide, and other publications/studies.

Some respondents state that the Task Force could do more than it does now by organizing smaller meetings more often in more focused or targeted compositions. The focus of the Task Force should be on the needs of teachers, and this may have to be more explicitly included in the objectives. The Task Force may be a bit more assertive in raising education issues, such as gender-based violence, needs of refugee children, and so on. The Task Force is good as a network, but the impact sometimes remains too implicit. The 2030 goals may be supported by the core activities of the Task Force focusing on teacher supply, teacher quality, research, partnerships (synergy), and mutual technical support.

⁴³ See: http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/ED/ED/pdf/FFA_Complet_Web-ENG.pdf

⁴⁴ See: <https://en.unesco.org/world-education-forum-2015/incheon-declaration>

⁴⁵ See: <https://gemreportunesco.wordpress.com/2015/09/07/unesco-committed-to-leading-coordination-of-new-education-agenda/>

3.1.5 Strengths, weaknesses, opportunities and threats related to relevance

The evaluation found the following strengths, weaknesses, opportunities and threats related to relevance (Table 2).

TABLE 2 ASSESSMENT OF STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS RELATED TO RELEVANCE⁴⁶

<p>Strengths:</p> <ul style="list-style-type: none"> ○ The Task Force is highly relevant given the size, complexity and the urgency of the problems it needs to solve (reducing shortage of teachers and raising the quality of teaching). ○ Highly relevant network with a wide participation of relevant partners, countries and organizations. ○ The network brings together diversity in background and in the expertise of its members, allowing for cross-cultural, cross-national and cross-continental multidisciplinary exchanges of knowledge and experience. 	<p>Weaknesses:</p> <ul style="list-style-type: none"> ○ Not closely connected enough to actual education delivery, teachers and teachers' organizations. ○ The Task Force is sometimes seen as the same as the Secretariat, or the same as UNESCO. Members, for that reason, may not feel equally responsible for the collective progress.
<p>Opportunities:</p> <ul style="list-style-type: none"> ○ Broad connections to increase the impact of the Task Force. The network of contacts and links offers plenty of opportunities for members to connect with relevant counterparts, either donors, experts or peers. ○ Many of the member organizations organize complementary activities; by its scope and size the Task Force adds a lot of value to the activities of its members and, in some cases, also vice versa. 	<p>Threats:</p> <ul style="list-style-type: none"> ○ The priorities of the Task Force, including advocacy, knowledge creation and sharing, and country support may no longer be in line with the needs of its members who seem to be in need of knowledge creation and sharing, technical support and actual implementation of changes in education. The needs seem to shift from awareness-raising and getting the issue on the agenda to actual changes and impact.

This section shows that the Task Force serves a highly relevant purpose, namely, fighting the shortage of teachers and promoting the quality of teaching for a tremendous number of children around the globe, and supporting not only their primary education and early secondary education but also their lifelong learning. The Task Force composition is also relevant as it includes many partners and experts from many countries with diverse experiential backgrounds. This section on assessing the Task Force did not raise any doubt about its relevance. Having concluded this, it is necessary to add that the Task Force may now need to shift towards planning for change and implementation. Part of the relevance of the work of the Task Force is its enormous urgency, which is why this shift from awareness-raising and advocacy towards knowledge creation and sharing, and action support is important, as it is a natural and necessary next phase in the existence of the Task Force.

⁴⁶ Annex 3 provides a summary of the tables listing the strengths, weaknesses, opportunities and threats related to the four evaluation criteria.

3.2 Efficiency of programme implementation

This section assesses to what extent the Task Force was able to implement its programme in an efficient way. It looks at the institutional arrangements, the roles and responsibilities of key stakeholders, the resources available and the allocation of resources to activities, and finally, whether the activities of the Task Force have been executed in a timely and cost-efficient manner. The section is concluded by a SWOT analysis (section 3.2.4).

3.2.1 To what extent have the necessary institutional arrangements been put in place to ensure that programme implementation is appropriate and coordinated in an efficient manner?⁴⁷

The institutional arrangements, laid down in Annex II of the Terms of Reference (ToR) of the Task Force,⁴⁸ relate to the internal coordination of work in the Task Force and for actually conducting activities and reaching results in the countries concerned (external dimension).

The 2012 external evaluation provided recommendations to improve the internal institutional arrangements, which were subsequently included in the revised ToR.⁴⁹ The structure of the Task Force includes a dedicated Secretariat, hosted by UNESCO, to implement the Task Force's strategic objectives and programme of activities. In addition, a Steering Committee provides strategic guidance and technical support to the Secretariat, as well as policy recommendations to the Task Force. There are arrangements concerning the communication between the Steering Committee (SC) and the Secretariat, including regular meetings and teleconferences between the Secretariat and the Chair/Co-Chair.⁵⁰ In addition, specific tasks are conducted by an ad hoc working group consisting of members of the Steering Committee.

The ToR of the Task Force describes the roles and responsibilities of all the key players in the Task Force. With the change from EFA to SDG and the more global approach to teacher shortages, the distinction between North (donors) and South (development countries) in the Steering Committee has been abandoned, allowing countries from the developed world to sit in the Steering Committee as a country instead of a donor.

This section assesses the adequacy of the principles and rules as expressed in the ToR⁵¹ of the different parts of the Task Force in light of how they support the change process:

- **Task Force members and focal points:** The Task Force is a voluntary global alliance of partners, hence membership is voluntary. According to the ToR,⁵² each member of the Task Force will appoint a focal point who can represent his or her organization and will take responsibility for the interactions between the Task Force and the country/organization. An active stance of members is expected (to elect SC members, share developments), but there is no obligation to be active nor are there sunset clauses in place.

⁴⁷ This also includes: To what extent are the principles and rules adequate with regard to defining the membership, function and role of the Secretariat, the Steering Committee and the Co-Chairs?

⁴⁸ Task Force. 2013. International Task Force on Teachers for Education for All, Terms of Reference (Annex 2/Steering Committee Minutes 05-07-13)

⁴⁹ Townsend, T. 2012. Evaluation of the International Task Force on 'Teachers for Education for All' (EFA). Recommendation 2: '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.' p. 23.

⁵⁰ These were established after concluding that the communication was not optimal. The minutes are distributed to the SC members.

⁵¹ Task Force. 2013. International Task Force on Teachers for Education for All, Terms of Reference (Annex 2/Steering Committee, Minutes, 5 July 2013).

⁵² Ibid.

- **Steering Committee:** the SC consists of members representing different types of members and regions. The rules are laid down in the ToR. The SC is accountable to the Task Force and has the following roles and responsibilities:
 - provides strategic guidance to the Secretariat on strategic objectives and related activities, including reviewing the annual work plan;
 - takes note of progress made in implementation;
 - reports to the Task Force on the above-mentioned activities;
 - promotes the work of the Task Force internationally by attending global conferences and meetings addressing teacher issues; and
 - reviews the work of the dedicated Secretariat, including the annual report and the annual work plan, and advise UNESCO on behalf of the Task Force.
- **Co-Chairs:** the role of the Co-Chairs is to chair meetings, promote the work of the Task Force and take leadership roles in supporting Task Force activities.
- **Role of Secretariat:** According to the ToR, the Secretariat is responsible for developing annual work plans and objectives based on the Task Force's strategic objectives. The Secretariat should also implement monitoring and evaluation procedures, and provide technical and financial bi-annual reports. This work should support the SC to conduct their activities (provide guidance, and reflect, promote, review).

Concerning the **membership**, more could be done to increase institutional commitment to Task Force membership. This could entail, for instance, referring more clearly to accepting the ILO/UNESCO 1966 Recommendation as the basis for teacher policies, and/or to introduce reporting mechanisms (i.e. linked to SDG reporting) and membership fees. These options will be further developed in chapter 4. Also, the role of the focal person is not spelled out clearly enough. They are nominated by the ministries of education but have no substantial obligation or commitment to work on the Task Force and to further improve the teacher policy in their countries.

Respondents are generally positive concerning the roles, responsibilities and procedures between the different actors in the Task Force. This concerns mainly the role of the **SC and the Co-Chairs** and the procedures for electing SC members. If issues come up, these are easily resolved. Respondents indicated that the function of SC and the Co-Chairs can become more substantial by taking up a more active leadership role. In such a position they could contribute to the discussion on thematic issues that support Task Force members to initiate developments in their countries.

There are however concerns that the **Secretariat** is not fully capable of enabling SC members and Co-Chairs to perform their duties. There are examples of SC members and (Co-)Chairs unable to properly reflect on the annual work plans of the annual report due to the late delivery of the documents. There are also concerns about the application of UNESCO rules and regulations in the functioning of the Secretariat. Procedures are generally slow and provide a lack of clarity regarding contract extensions and other staff issues. When it comes to reporting and monitoring, the Secretariat should lead by example, yet there are concerns about delays occurring in delivering reports, finalizing studies and providing information to the SC and members.

Critically, a clear orientation on the strategic issues and topics is lacking in **the organizational set-up**. The SC and the Secretariat focus mostly on the organizational aspects but lack a strategic orientation on what is needed in terms of content, developments, and topics to achieve the EFA/SDG goals.

The institutional arrangements in their **practical implementation** seem to be rather ad hoc and lack a systematic approach. Respondents indicated the following issues:

- on time availability of key documents;

- ineffective reporting mechanisms;
- not clear indicator set linking the strategic plan with what is achieved each year (see also section 3.3.1);
- the Steering Committee is too focused on operational aspects and little is done on thematic work; and
- the Secretariat should do less and leave specific activities to other partners (the Secretariat as a broker rather than an implementer).

A particular issue is the **integration of the Task Force Secretariat in the UNESCO** Section for Teacher Development. For synergy purposes, the UNESCO Education Sector and the Task Force Steering Committee have agreed on assigning the Head of the Secretariat with the double role of leading the Task Force Secretariat and also the UNESCO Teacher programme.⁵³ There were however concerns voiced by respondents that the merge also led to confusion and a lack of visibility of the Task Force (people see UNESCO instead). In addition, there are concerns that it impacts on how human resources are allocated to Task Force activities (see section 3.2.2).

3.2.2 To what extent have the resources (human, material, financial, time) allocated for the management and coordination of the Task Force and for the implementation of activities been adequate and used in an efficient manner?

The Task Force is dependent on donor funding. A stable funding stream comes from the European Commission, which provided US\$1.5 million for the period 2014–2016. In addition, the Norwegian government provided a substantial amount of around US\$1 million in the period 2014–2016, and the German government provided funding every year to fund specific activities (such as the PDF). In addition, there are a number of other countries and organizations that provide funding for specific smaller-scale activities (see Table 3).

TABLE 3 LIST OF DONOR CONTRIBUTIONS TO THE TASK FORCE (2010–2016)

Financial contribution						
#	Donor	Contribution (in US\$)				
		up to 2013	2014	2015	2016	2010–2016
1	European Union	\$1,080,000.00	\$822,568.00			\$ 1,902,568.00
2	Norway	\$1,648,930.85	\$622,674.70	\$534,437.84	\$486,931.96	\$ 3,292,975.35
3	Germany	\$872,781.10		\$100,000.00	\$20,000.00	\$992,781.10
4	France	\$319,378.40				\$319,378.40
5	Dubai Commission			\$100,000.00		\$100,000.00
6	Hamdan Award			\$99,173.00		\$99,173.00
7	Saudi Arabia				\$99,920.00	\$99,920.00
8	Namibia			\$20,000.00		\$20,000.00
9	Indonesia*	\$324,000.00	\$54,000.00		\$33,000.00	\$411,000.00
	TOTAL	\$4,245,090.35	\$1,499,242.70	\$853,610.84	\$639,851.96	\$7,237,795.85

In-kind contribution **		
#	Donor	Other Contribution
1	Ethiopia	Hosting 1 st Policy Dialogue Forum 2010
2	Jordan	Hosting 2 nd Policy Dialogue Forum 2010
3	Indonesia	Hosting 3 rd Policy Dialogue Forum 2011
4	India	Hosting 4 th Policy Dialogue Forum 2012
5	Namibia	Hosting 5 th Policy Dialogue Forum 2012

⁵³ Task Force. 2015. Steering Committee Meeting International Task Force on Teachers Paris, France. (Minutes, 15-16 December 2015).

6	Democratic Republic of Congo	Hosting 6th Policy Dialogue Forum 2013
7	Morocco	Hosting 7th Policy Dialogue Forum 2014
8	Mexico	Hosting 8th Policy Dialogue Forum 2016
9	Cambodia	Hosting 9th Policy Dialogue Forum 2016
10	Haiti	Contribution in translating Task Force documents

Source: Secretariat. *Note that this is an in-kind contribution as 'loaned experts' to the Task Force Secretariat; **Note that the host countries do not share the cost incurred in hosting Task Force annual meetings, the Secretariat estimates it could be up to US\$150,000–200,000.

The budget is divided between the costs for consolidating the Secretariat and the costs for implementing the MLAs 1-3. Table 4 provides an overview of the yearly costs of the Task Force programme in 2016.

TABLE 4 OVERVIEW OF COST DISTRIBUTION FOR IMPLEMENTING THE TASK FORCE PROGRAMME 2016

Strategic Plan MLAs	2016		Budget (US\$)	Donors		
	Activities	Implementing body				
1. Consolidation of Teachers for EFA Secretariat	a. P5 (50%)	UNESCO	\$102,000	European Commission, Norway		
	b. P3		\$184,000			
	c. P3		\$154,000			
	d. P2		\$26,000			
	e. G5		\$64,000			
	f. G4		\$11,000			
	Sub-total				\$541,000	
2. MLA 1: Coordination and Advocacy of Global Initiatives	Advocacy and sensitization materials on the Teacher Target in SDGs and Education 2030	UNESCO, Global Campaign for Education, Education International, ILO, other members and partners	\$60,000	European Commission, Norway		
	Organization of and participation in global and regional fora and events (World Teachers' Day, 50 th anniversary of ILO/ UNESCO recommendation on Teachers, etc.)					
3. MLA 2: Knowledge broadening and sharing	The 8 th Policy Dialogue Forum (preparation, implementation, follow-up)		\$300,000	European Commission, Norway, Germany		
	The 9 th Policy Dialogue Forum (preparation, implementation)					
	Global thematic reports:	Requirements for teaching (publication)	Ministries of Education in Task Force member countries, the World Bank, research institutions	\$300,000	European Commission, Norway, Germany, Saudi Arabia	
		Teacher motivation (preparation)	UNESCO, Education International Teacher Motivation Working Group, other Task Force members and partners, research institutions			
Review of the use of contract teachers in sub-Saharan Africa (incl. international conference in June 2016 and publication)		Ministries of Education in Task Force member countries				

	Development of a guideline for minimum standards for the teaching profession	UNESCO, ILO, EI, International Forum of Regulatory Authorities (IFTRA), other Task Force members and partners		
4. MLA 3: Task Force Support to Member States	Technical assistance for using the Teacher Policy Development Guide, and support to countries in conflict or crisis	Open University, UNESCO, Global Partnership for Education, Roster of experts, partner institutions	\$450,000	European Commission, Norway, Dubai Cares, Namibia
	Coordination of initiatives and expertise for regional teacher policy design, implementation and monitoring (Africa, Arab States, Asia-Pacific, Latin America & Caribbean, Europe & N. America)	AU, SEAMEO, CARRICOM, OIF, COMSEC, COL, ADEA, UNESCO Regional Bureaus, etc.		
External evaluation		Task Force Secretariat, Steering Committee, UNESCO IOS, external evaluators	\$15,000	
Sub-total			\$1,125,000	
Grand total			\$1,666,000	

Source: UNESCO Annual Report 2016.

There are a number of general concerns with regard to the financial situation of the Task Force. There are clearly issues with the availability of funding and its availability in time. The reasons are attributed to the Secretariat and to the donors:

- The Secretariat is facing (heavy) delays in providing donor organizations with quality accountability reports, causing delays in releasing new funds.
- Donor rules, regulations and priorities lead to delays in releasing funds. For instance, the Norwegian funding can only be disbursed in October of the current year. For administrative/political reasons, German funding cannot be granted in an ongoing manner and has to be allocated to specific activities.

This creates a situation where the Secretariat continuously juggles with resources such that even operational costs may on occasion not be covered (see section 3.4.2 on resource mobilization).

In the following sections an assessment is made on the efficiency of the spending, as well as the challenges that emerged in the period 2014–2016 related to the consolidation of the Secretariat and the implementation of the Main Lines of Action.

Consolidating the Secretariat

The discussion on the resources allocated to the management and implementation of the programme is closely related to the resourcing of the Secretariat, both financial and human resources.

While in absolute terms the annual funding for consolidating the Secretariat is substantial (US\$541,000 in 2016) and is securely provided by the European Commission, this has not led to a Secretariat able to fully deliver on its formal obligations. The reasons lie in the quality of the human resources, the turnover of staff, possibly the integration of the Secretariat in UNESCO, and the management of the Secretariat:

- Firstly, the Secretariat is staffed by one P5 (at 50 per cent), two P3, one P2, one G5 and one G4 position. In addition, the Secretariat can make use of interns and occasionally on seconded experts. Until recently, not all these positions were filled by specialists in teacher issues. The Secretariat lacked core expertise in areas such as educational planning, social economical value added, and communication (ICT, website, etc.).

- Secondly, there is a high level of staff renewal, relating to the P3 positions but even more so with the interns and seconded experts. Every few months there are changes in the organization such that people need to be informed and trained, taking up considerable time from the senior staff. Hence, the organization has not been stable with key expertise in related teacher issues.
- Thirdly, the staffing overlaps between the Secretariat and UNESCO also leads to a lack of clarity on whether activities are conducted for the benefit of the Task Force (i.e. supporting the SC and members) or for the UNESCO Section of Teacher Development (i.e. advocacy, knowledge-sharing and implementing project and programmes). An example of an activity where it is questionable, i.e. whether it directly benefits the Task Force or UNESCO is activity 3.2.1 'Developing a proposal for the Norwegian Teacher Initiative', as mentioned in the Annual Report 2016. The Norwegian Teacher Initiative can certainly support the work of the Task Force, but it is a cooperation between UNESCO, the Global Partnership for Education, the International Labour Organization, the United Nations High Commissioner for Refugees, the United Nations Children's Fund and the World Bank. Hence, it remains unclear how human resources for the Secretariat and for the UNESCO Section for Teacher Development are distributed, and to what extent staff hired for the Secretariat also work on activities for UNESCO's Section for Teacher Development. The Head of Secretariat explicitly combines his/her function with that of the Section for Teacher Development within UNESCO and therefore often represents both the Secretariat and UNESCO. For other staff positions in the Task Force Secretariat, the funding of staff requires their full-time dedication to Task Force activities, which is not always visible.
- Fourthly, there might be an institutional/managerial issue: given staff turnover and fluctuations in the Secretariat (and the UNESCO Section for Teacher Development), all knowledge, relations management and decision-making power sits with the Head of the Secretariat. All the work of the Secretariat therefore has to come through the Head, overburdening this position and thereby hampering the efficiency of the Secretariat.

Although respondents appreciate the work of the Secretariat, some respondents were of the opinion that the Secretariat is too focused on practical issues and not on conducting its task to support the SC. A lot of time and energy is taken up by the organization of the annual Policy Dialogue Forum (PDF) and everything that comes with it. This perspective points to the future direction of better focusing the work of the Secretariat and clarifying its role vis-à-vis the Steering Committee, with members of the Task Force supporting them in their role instead of being an implementing body itself.

Implementing Main Lines of Action⁵⁴

Among the members of the Task Force there are clearly different opinions on what the Task Force should focus on, also in financial terms. This mainly concerns whether the Task Force should fund in-country developments (MLA 3). This is a key aspect for many country members of the Task Force; organization members such as international non-governmental organizations ((I)NGOs) generally suggest that other organizations, such as UNESCO, World Bank, GPE, and so on, are better positioned to work at the country level as they have the structures, programmes and resources to do so. For these actors the Task Force should be the one-stop shop for teacher issues dealing with advocacy, knowledge-sharing and brokering between demand and supply of support.

Some questions can be posed as to the efficiency of organizing an annual PDF to support members and their focal points to take action. Although this event creates momentum and

⁵⁴ This also covers the question: To what extent have the operational modalities for the interventions of the initiative (studies, conferences, support to member States) been provided with adequate resources?

provides a physical opportunity for people from different countries to exchange ideas and knowledge, and build networks that can support them in the future, its organization consumes a substantial proportion of the Task Force budget and the Secretariat's human resources. The box below provides an indicative overview of how the costs are distributed in the organization of a PDF and accompanying meetings. The Rabat PDF is considered relatively cost-efficient, while others tend to be more costly. An indication of the time devoted by Secretariat staff to organize, attend and follow-up on the PDF is based on the whole Secretariat spending one full-time month (+/- US\$50,000).

Example: Task Force 7 th International Policy Dialogue Forum on 16–17 December 2014 and accompanying meetings in Rabat (Morocco): ⁵⁵	
○ Staff mission costs:	US\$14,802
○ Participants' tickets:	US\$78,445
○ DSA for participants:	US\$29,563
○ Facilitators/consultants:	US\$15,019
○ Interpretation:	US\$58,097
○ Hotel:	US\$41,686
○ Shipment of exhibition materials:	US\$1,533
○ Total:	US\$239,145

There is a general consensus that although the budgets are always tight, the Task Force provides adequate resources to support such interventions as studies and conferences, as well as support to Member States. This is evidenced for instance by the country support given to Guinea by which US\$30,000 (2x US\$15,000) from the Task Force (co-funding) and the convening power of UNESCO supported diaspora volunteers to further develop teacher education programmes in universities. This led to module development and the training of 40 university teachers.⁵⁶ The involvement of the Task Force and UNESCO also ensured commitments by other partners in providing equipment (8 servers, 20 PCs, opening a new laboratory). After its successful first phase it proceeded with the training of another 132 teachers in the second half of 2016.

3.2.3 To what extent have the activities of the Task Force been executed in a timely and cost-efficient manner? What are the reasons?

The Strategic Plan 2014–2016 does not include any indication of deadlines or mid-term milestones to review ongoing progress. Nor is there a general timeline indicating what needs to happen to contribute to solving the quantitative and qualitative teacher shortage by 2030 (this could be something to consider for the new Strategic Plan). Though indicators are not linked to deadlines, the evaluation notes that deliverables, interventions and activities frequently face delays. A number of delayed activities are mentioned below:

- **Delivery of the Annual Report 2016:** While the SC had to reflect on the annual report at the Siem Reap meeting, the report was only sent during the Siem Reap meeting (3 December 2016) after instigation by SC members. Although the flexibility of the Secretariat was appreciated, the late submission of the report hampered a fruitful discussion and reflection.
- **Teacher Policy Development Guide:** The decision for this guide was taken in 2013. This publication was scheduled for 2014/2015. In 2015 only the summary (30 pages) has been published and the final full report is still not published. In addition, the planned digitization of the guide (to provide an interactive version) is heavily delayed. It should have been presented at the Siem Reap PDF, but was not available at the time of this evaluation.

⁵⁵ Summary review of the organization of the Teacher Task Force meetings in Rabat (Morocco) from 15 to 19 December 2014.

⁵⁶ EduCetera. 2016. EduEnseignement V2, Project pour l'amélioration de l'enseignement supérieur en Guinée.

- **Development of the new Strategic Plan:** The Strategic plan ended in 2016, and in 2016 an ad hoc working group was established to work on the new Strategic Plan and ToR. This work was scheduled to take into account the external evaluation. Initially, the external evaluation was scheduled for early 2016 to enable the Task Force to develop the new Strategic Plan and the ToR for the following period. However, the external evaluation commenced at the end of October 2016, leaving insufficient time to incorporate the findings into a new Strategic Plan. In Siem Reap, the SC deciding to extend the Strategic Plan 2014–2016 and to have a new Strategic Plan commence in 2018.
- **Accountability reports to donors:** Reporting to the German donor and the European Commission was delayed causing frustration on the side of the donor. In addition, the quality of the reporting does not always live up to what is expected in terms of accountability.
- **PDF in Venezuela replaced with Mexico:** In the beginning of 2015 discussions took place concerning the host country for the next PDF in December 2015. Mexico and Venezuela showed interest. Finally, it was decided that Caracas would host the PDF. Just before the meeting, the Secretariat was informed that the PDF could not take place in Caracas and the Task Force Co-Chairs called an emergency meeting of the Steering Committee. The meeting took place in Paris (UNESCO Headquarters) on 14-17 December 2015 and it was thus decided that the meeting would instead be held in March 2016 in Mexico.

A variety of reasons can be given for delays. The main reason, underlying a majority of the delays encountered, concerns the internal processes and procedures, including the functioning of the Secretariat. Another reason is the responsiveness of the SC and the Co-Chairs to requests by the Secretariat: decision-taking can take a long time owing to the full agendas of the people involved. A third reason concerns contextual, unforeseeable factors, for example, the fact that Venezuela was unable to host the PDF (although it did reveal the ability of the Secretariat to find flexible solutions and to organize the PDF in Mexico, together with the Mexican government, in a very short time). A final reason concerns finding agreement on contractual issues (on the side of both donors and contractors).

3.2.4 Strengths, weaknesses, opportunities and threats related to efficiency

The evaluation found the following strengths, weaknesses, opportunities and threats related to efficiency (Table 5).

TABLE 5 ASSESSMENT OF STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS RELATED TO EFFICIENCY

<p>Strengths:</p> <ul style="list-style-type: none"> ○ Convening power of Task Force/UNESCO. ○ Committed Secretariat and SC. 	<p>Weaknesses:</p> <ul style="list-style-type: none"> ○ Mechanism to activate members and focal points. ○ Functioning of the Secretariat. ○ Secretariat doing too much and focusing on practical instead of strategic issues and supporting the SC and members to initiate change. ○ Delays in delivery of reports, products and processes. ○ Staff renewal within the Secretariat. ○ Unclear relationship of staff overlap with UNESCO. ○ Lack of clarity about the financial situation.
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<p>Opportunities:</p> <ul style="list-style-type: none"> ○ Improved mechanism to activate members. Secretariat could focus more on the facilitating function instead of the practical implementation of the Task Force programme. 	<p>Threats:</p> <ul style="list-style-type: none"> ○ Lack of strategic vision, clarity about procedures and processes, and delays in reporting can affect resource mobilization.
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The arrangements that guide the work of the Task Force focuses too much on the internal structures and pays insufficient attention to the important role of focal points. In practice, these focal points are the actors who are best positioned to effect change. Therefore, they should also be seen as agents of change, sufficiently facilitated by the institutional actors, such as the Steering Committee or the Secretariat. A key question in this regard is the following: What is needed in terms of advocacy, knowledge and (financial) support to enable members, through their focal points, to work towards reaching the SDG 4.c target? The answer to this question should dictate the organizational and institutional arrangements, and the content of the work of the Task Force. It follows that this should also determine the focus of the work by the Secretariat.

3.3 Effectiveness and results⁵⁷

This section assesses the Task Force's efforts towards 'enhancing the performance and progress of the education systems in their efforts to tackle the critical shortage of qualified teachers'.⁵⁸ Before discussing the progress towards this general objective and its related specific objectives in more detail, this chapter starts with an assessment of the current monitoring and evaluation framework.

3.3.1 What are the monitoring and evaluation mechanisms put in place to assess the initiatives of the Task Force?

An assessment of the effectiveness of the Task Force starts from the monitoring system put in place. Chapter 2 already outlined the Task Force's mission and specific objectives, for which the Strategic Plan defined a number of indicators on which progress can be measured.

In evaluation theory, an (external) evaluation of the effectiveness of interventions should measure progress towards the set objectives based on the indicators that are *a priori* defined in an intervention logic. However, the external evaluation experienced a number of challenges with the monitoring and evaluation system designed for the Task Force, limiting such an ideal-typical approach. These main issues are summarized here:

- In theory, indicators for expected results should measure concrete outcomes of activities, while indicators for specific objectives should measure whether the outcomes of activities have had a positive impact towards the specific objective. However, the evaluation plan uses these different types of indicators indiscriminately, which makes it difficult to structure the external evaluation on the basis of the monitoring and evaluation framework.
- On various occasions the indicators defined in the Task Force Strategic Plan are not directly linked to the activities conducted, and where they are, they count activities rather than measuring whether they contributed to meaningful outcomes towards the objectives. This is partly explained by the fact that annual work plans have not been used systematically to plan activities. As a result, the annual reports, published by the

⁵⁷ Note that the evaluation question: 'III.C.iii. To what extent has the Strategic Plan 2014–2016 supported or complemented other initiatives to reinforce capacities at national level for teacher development?' is answered horizontally throughout section 3.3.

⁵⁸ The International Teacher Task Force on Teachers for Education for All (EFA). 2013. Strategic Plan - Second phase of action (2014-2016), p. 4. Main mission.

Task Force, report on immediate outputs and do not report the progress towards the Task Force's objectives.

- The monitoring and evaluation framework also seeks to measure the Task Force's impact at the national level. However, no data can be collected on these indicators, as these lack an operational definition. Moreover, no baseline values have been defined either; even if progress was reported on such national impact indicators, the contribution of the Task Force would be hard to isolate.

Many of these issues are not new. The 2012 evaluation already points to a lack of 'analytical focus' in the annual reporting.⁵⁹ These are also repeatedly brought up by members of the SC and (potential) donors. Members of the SC do not feel that they are adequately informed about the results achieved or the plans made.⁶⁰ Various (potential) donors reported their hesitation to donate to the Task Force as long as a structured theory of change, underpinned by a tailored framework for monitoring and evaluation, is missing.

Given these limitations, the external evaluation (re-)structured the evaluation framework to allow a meaningful assessment of progress towards the Task Force's objectives. Starting from the general objective to 'enhance the performance and progress of the education systems in their efforts to tackle the critical shortage of qualified teachers', the Task Force defined three specific objectives, which are presented in Table 6. Each of the specific objectives link to a measurable medium-term result to assess the effectiveness of the Task Force towards meeting these objectives. The more specific actions defined under the Main Lines of Action (MLA) can be linked directly to these specific objectives. For each of these actions, the external evaluation proposes a number of indicators to measure short-term results.

TABLE 6 OVERVIEW, OBJECTIVES, RESULTS, MLAs AND EXPECTED RESULTS

Specific objectives	Medium-term result	Line of action	Expected (short-term) results
SO1. Create and enhance opportunities for members to discuss, advocate and collaborate internationally on teacher issues	- Prioritization of teacher issues at global level	MLA 1. Advocacy and coordination with global and regional initiatives	- Increased awareness of teacher shortages - Synergies created between advocacy efforts
SO2. Support the collection of monitoring and sharing of knowledge, experience and good practice as well as research and policy-relevant analytical work	- Application of knowledge	MLA 2. Knowledge creation and sharing	- Information on practices, research findings and data made available - Opportunities created for exchanging information
SO3. Improve access to technical assistance and/or capacity development services at country level	- Improved development of teacher policies	MLA 3: Country support	- Policy development initiated - Collaboration between entities strengthened
GO. Enhance the performance and progress of the education systems in their efforts to tackle the critical shortage of qualified teachers	- Mobilization of resources towards teacher issues - Country-level involvement with teacher issues		

The following sections 3.3.2–3.3.4 assess in more detail the specific progress of the activities towards the expected results. Subsequently, a broader assessment of progress on medium-term results towards the specific objectives and general objective is discussed in section 3.3.5.

⁵⁹ Townsend, T. 2012. Evaluation of the International Task Force on Teachers for Education for All (EFA), p. 17.

⁶⁰ Based on interviews with members of the Steering Committee.

3.3.2 MLA1 Advocacy: To what extent have the activities of the Task Force contributed to significantly drawing more attention to teacher issues at the international level and facilitating the inclusion of teachers in the highest national priorities?

Under the first MLA, the Task Force combines its advocacy with the coordination activities of global and regional initiatives in the field of teacher issues. These efforts to engage in advocacy and the coordination of initiatives should result in:

- Higher awareness of teacher shortages at global, regional and national level.
- Synergies between advocacy efforts at global and regional level.

Increasing awareness of the importance of teachers

Since 2014, the Task Force has actively participated in high-level events on the global education agenda with the objective to increase **global awareness** of teacher issues. The actions of the Task Force under this heading are most visible in the intense global consultations to review the status of the Dakar EFA goals and achievements in 2015, and to build on the foundation for the Sustainable Development Goals including a stand-alone Education Goal. The Task Force has been actively involved in focusing on the place and role of teachers and teaching in designing the new global policy agenda. In preparation for the World Education Forum 2015, in collaboration with its regional partners, UNESCO organized Ministerial Conferences on Education Post-2015 in all regions. These conferences took place between August 2014 and February 2015 and they reviewed and analysed the EFA experiences in each region providing regional perspectives and recommendations for education beyond 2015.⁶¹ The close relation and overlaps in personnel between the Task Force and UNESCO facilitated the fact that the Task Force was able to successfully advocate the importance of teacher issues within the broader education framework.

The results of these regional conferences culminated in the Incheon Declaration on Education 2030, which articulates the need for a comprehensive approach to teachers and teaching.⁶² The Task Force's early active involvement and persistent advocacy activities, as early as in the preparatory high-level meetings, contributed to this **important milestone in global advocacy in drawing attention towards teachers**. Other stakeholders involved in these negotiations underlined the combined efforts of the larger international community towards this objective and they recognized the key role of the Task Force towards this successful outcome.⁶³ The most visible result of these advocacy activities is the attention given to increasing the number of qualified teachers targeted in the Sustainable Development Goals, which has been embraced by all 194 UN Member States.⁶⁴

Respondents to the survey also confirmed the visible result of the Task Force's advocacy activities, as shown in Figure 4. The survey's results show an interesting pattern in the answers given in which those active in international advocacy are significantly more positive about the impact of Task Force activities on global awareness of teacher issues than those for whom advocacy is not their primary activity. This is true for the different types of respondents, including country representatives, representatives from international NGOs, and independent experts.

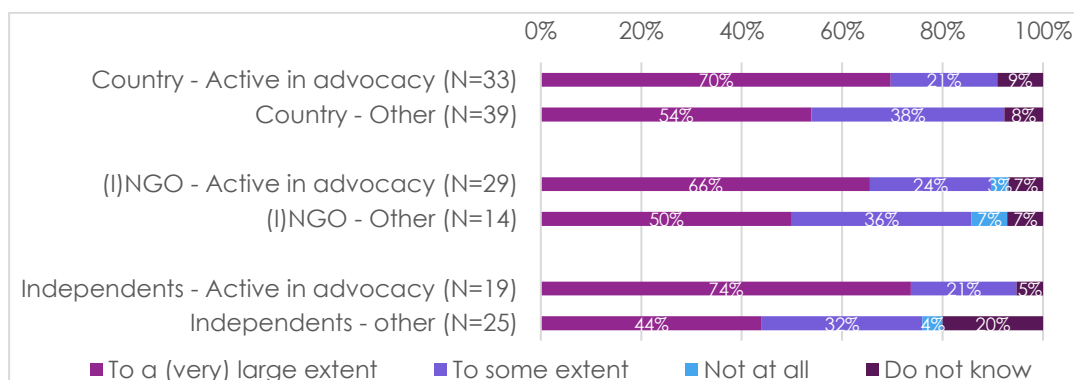
⁶¹ World Education Forum. 2015. *Regional Conferences on Education Post 2015: Outcome Statements*.

⁶² World Education Forum. 2015. *Incheon Declaration, Education 2030: Towards inclusive and equitable quality education and lifelong learning for all*, paragraph 9.

⁶³ Interviews conducted by external evaluation.

⁶⁴ SDG 4.c.

FIGURE 4 CONTRIBUTION OF TASK FORCE TO AWARENESS



Source: Online survey conducted among Task Force members (2017)⁶⁵

All respondents representing countries or independents see at least some impact of Task Force activities on global awareness of teacher issues, while those directly involved in advocacy activities are considerably more positive. Representatives from (international) NGOs are slightly more critical, though two-thirds of those involved in advocacy still see a (very) large contribution of Task Force activities towards awareness.

The success of the global advocacy efforts towards the SDG in 2015 will raise new questions for years to come. Now that the importance of sufficiently qualified teachers has been reaffirmed politically at the global level, decisions need to be taken about the future direction of such global advocacy efforts by the Task Force. The question is whether the Task Force should target advocacy efforts towards the implementation of SDG 4.c (the ‘teacher gap’: increasing the supply of qualified teachers) or focus more broadly on all teacher issues that may be related to reaching SDG 4 more generally (also advocating policies on teacher motivation, pay, broader educational conditions). The activities deployed by the Task Force in 2016 suggest that the second objective has become dominant, but this is not backed up by a strategic decision in that direction.⁶⁶

In addition to awareness-raising at the global level, the Task Force also aims to contribute towards the advocacy of teacher issues at the **national level**. Various stakeholders indicated that Task Force activities contributed towards increased awareness at national level as well. In theory, the interactions at the international level can provide Task Force members and participants in the PDF the arguments and motivation to continue advocating for teacher policies when they return home. According to one respondent for instance, the global prioritization of teacher shortages helps to underline the importance of developing a national strategy. However, representatives from (potential) donors in particular are more critical about such national effects. The current set-up of the Task Force brings together the focal points of the various members, most of which are appointed by their Ministry of Education. Though this structure makes sense from a policy-learning perspective, it is less effective for advocacy purposes. Currently, many of the Task Force advocacy efforts towards national awareness are directed towards stakeholders already convinced about the importance of teacher issues.

Though some focal points may have the right contacts to involve decision-makers (for instance from finance ministries), in most cases focal points are not in a position to pursue

⁶⁵ Note that respondents were presented with a 5-point answer scale, which was synthesized for reporting purposes. The original categories range from: ‘to a very large extent’, ‘to a large extent’ (presented together as ‘to a (very) large extent’); ‘to a moderate extent’, ‘to some extent’ (presented together as ‘to some extent’); and then ‘not at all’ and ‘do not know’.

⁶⁶ Consider for instance the choice of themes of the most recent PDF, which extend well beyond shortages of qualified teachers.

advocacy when returning to their countries.⁶⁷ Moreover, while the membership of the Task Force at the global level is open to countries, civil society and academics, there is no guarantee that country focal points also reach out to education stakeholders in their own countries (such as teachers, school leaders and/or academics). An effective advocacy campaign at the national level could benefit greatly from a multi-stakeholder approach, which has higher chances to be heard by national decision-makers.

The Task Force currently aims to achieve this trickle-down effect by providing national focal points with external insights, studies, data and other information to engage in their own national awareness campaigns in their countries. These are offered through the Task Force website and newsletter, which since 2015 is also published in French. The evaluation notes however, that many resources located at the website are relatively out-of-date (such as the section on Task Force activities and studies), or remain without content whatsoever (partner activities). No recent studies, conference proceedings or newsletters are available through the website and as a result there are limited resources that can help focal points in their national campaigns. In 2016, steps were taken to increase compatibility of the website to mobile devices, but this activity does little to address the more crucial lack of relevant content. Since 2015, the Task Force re-launched a bi-monthly newsletter that is currently distributed to around 1,000 contacts with an interest in teacher-related issues.⁶⁸ However, in various interviews, respondents indicated that invitations or updates about the Task Force were not received, which suggests that the reach of the newsletter can be further expanded.

Enhancing synergies in global advocacy

The Task Force aims to achieve synergies in global action with regard to the shortage of qualified teachers, and to do so, it actively engages in wider advocacy activities. To construct such synergies, it cooperates with international organizations (UNESCO, UNICEF, ILO, etc.), civil society organizations (Action Aid, TESSA, etc.), teacher representatives (Education International), and multi-stakeholder funds (such as the Global Partnership for Education). An example is its involvement in the celebration of the annual World Teachers' Day on 5 October together with ILO, UNDP, UNICEF and Education International. In addition, through UNESCO, it is involved in the UNESCO Hamdan Prize award ceremony that awards innovative teacher practices, and together with Education International it ran a thematic consultation on the GPE Strategic Plan 2016–2020. For the Global Partnership for Education, for instance, the Task Force currently chairs the Technical Reference Group on Teacher Effectiveness. This chair position gives the Task Force a good opportunity to promote synergies at the global level towards teacher issues. The International Commission on Financing Global Education Opportunity also confirms the central role that the Task Force can play in bringing together teachers, policy-makers and researchers at the global level.⁶⁹

However, it does not mean there is no room for improvement. Stakeholders involved in the coordination of advocacy activities in the framework of SDG 4.c point to the lack of interaction between the Task Force meetings and Policy Dialogue Fora on the one hand, and the work done by the SDG 4 Steering Committee on the other.⁷⁰ Potentially, decisions taken by the SDG Steering Committee can be better informed by practice, as well as opinions expressed during Task Force meetings. Vice versa, reports shared with SDG 4 SC members could also be presented for discussion in the Task Force meetings. As such, synergies between the two can be further improved to strengthen the overall advocacy.

Most of the promotion of synergies of international advocacy takes place informally. It is therefore difficult to assess its results in terms of concrete achievements. The evaluation could

⁶⁷ This point was made in various interviews and in open suggestions in the survey.

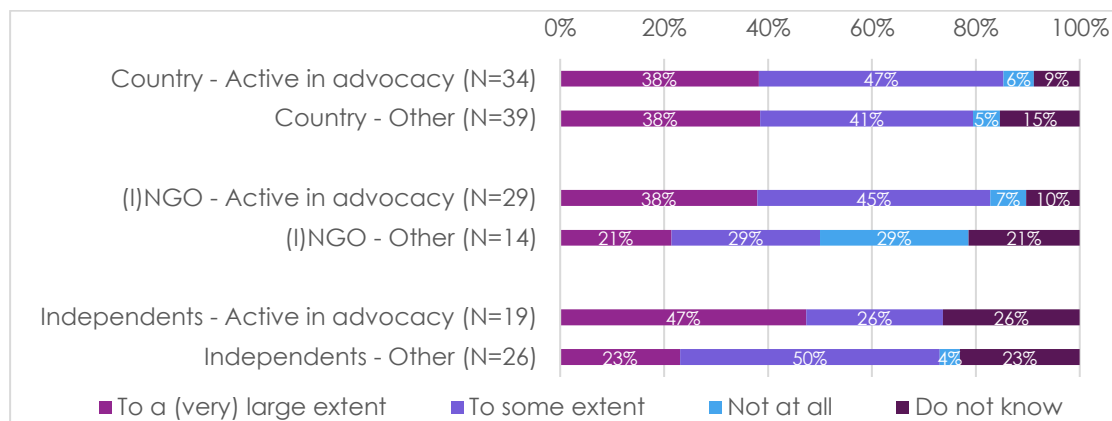
⁶⁸ Annual Report Task Force 2016.

⁶⁹ International Commission on Financing Global Education Opportunity. 2016. *The Learning Generation: Investing in education for a changing world*, 176 p.

⁷⁰ Interviews conducted by the external evaluation.

not establish a causal relationship to Task Force activities and the complementarity of campaigns targeting teachers. There are also no concrete examples where global initiatives explicitly used the Task Force network for dissemination, other than those already mentioned. Instead, the evaluation assessed the contribution of the Task Force in increasing synergies by asking its members and participants, as presented in Figure 5.

FIGURE 5 TASK FORCE CONTRIBUTION TO SYNERGIES IN ADVOCACY



Source: Online survey conducted among Task Force members (2017)

Among country representatives, differences between those involved in advocacy and others are relatively limited; 38 per cent from both groups see a large contribution to the objective of synergies. For representatives of international organizations this difference is much more outspoken; 7 per cent of representatives from international NGOs active in advocacy see no contribution to synergies in advocacy, while this is 29 per cent from those that are not active in the field of advocacy. Among independent stakeholders, no less than 47 per cent of those active in advocacy see a large positive contribution by the Task Force, which is only 23 per cent among other independents. These differences are meaningful, as stakeholders that are better aware of global advocacy are also in a better position to evaluate the efforts by the Task Force. Those that are not too active in this field may not be fully aware of the activities deployed, particularly because many of these take place at an informal level. The fact that active advocates for teacher policies are more positive provides evidence of a positive contribution of the Task Force on the creation of synergies.

Overview results of activities under MLA 1

Increasing awareness of the importance of teacher issues

- The Task Force **actively contributed** to the inclusion of a teacher target in SDG (4.c), signed by all UN Member States.
- Task Force members, particularly those involved in advocacy, see **a large contribution** of the Task Force's activities to increased awareness of teacher issues.
- There is **limited** evidence to assess changes in awareness to teacher issues at the national level.
- The communication tools put in place are **insufficient** to make a positive impact.

Enhancing synergies in global advocacy

- Though mostly informal and therefore difficult to assess, there are examples in which the Task Force **facilitated collaborative advocacy initiatives** at the global level.
- Task Force members, particularly those involved in advocacy, see a **contribution** of the Task Force's activities to increased synergy in advocacy on teacher issues.

3.3.3 MLA 2 Knowledge exchange: To what extent have the channels used in the area of dissemination and the exchange of information helped to meet the expected results? The second Main Line of Action comprises activities undertaken by the Task Force to disseminate and exchange information in the field of teacher issues. The Task Force is set up

to be more than an international forum, and also aims to be more than yet another advocate for teacher issues at the international level. It undertakes research studies, policy-relevant analytical work and collects data on teacher issues. Subsequently, the results of this work are disseminated among decision-makers and other stakeholders so that these results can inform national practices. These activities are defined to contribute towards the following expected results:

- Information on practices, research findings and data made available.
- Opportunities created for exchanging information.

Making available knowledge and experiences

The annual reports confirm the Task Force's attention towards supporting and conducting regular studies in the period 2014–2016. Some examples are provided below:

- In May 2014, the Task Force presented a study entitled 'Technical and Vocational Teachers and Trainers in the Arab Region: A Review of Policies and Practices on Continuous Professional Development'.⁷¹
- In the 2014–2016 period for instance, the Task Force had been working on a 24 country review on the use of contract teachers in sub-Saharan Africa. This issue had been of particular relevance to Francophone countries where in most countries contract teachers have recently been institutionalized. To discuss the preliminary results of this exercise, and possible implications of its findings, an international conference was organized in 2016, which also served as an opportunity to exchange knowledge of policies and practices related to the use of contract teachers with key stakeholders from other regions of the world. It was jointly organized by the Teacher Task Force, the UNESCO International Institute for Capacity Building in Africa (IICBA), the African Union Commission, the Organisation internationale de la Francophonie (OIF), the Association for the Development of Education in Africa (ADEA), and Education International (EI). The synthesis report on contract teachers is currently being drafted.
- Since 2015, the Task Force is reviewing country reports for an International Thematic Report on Teachers in collaboration with the World Bank's team of the Systems Approach for Better Education results (SABER-Teachers). Publication is planned in late 2017 and should provide an indication of the prerequisites for teacher policy. As such, it should contribute towards actions to implement the teacher target in the Education 2030 Framework for Action.

The above list shows a broad diversity of topics supported by the Task Force. No clear priorities or selection criteria have been defined in order to advance the Task Force's research agenda. While there are no indications that the thematic studies are not relevant to the objectives of the Task Force and its stakeholders, a structured planning for priorities could potentially improve the relevance of work carried out in this respect.

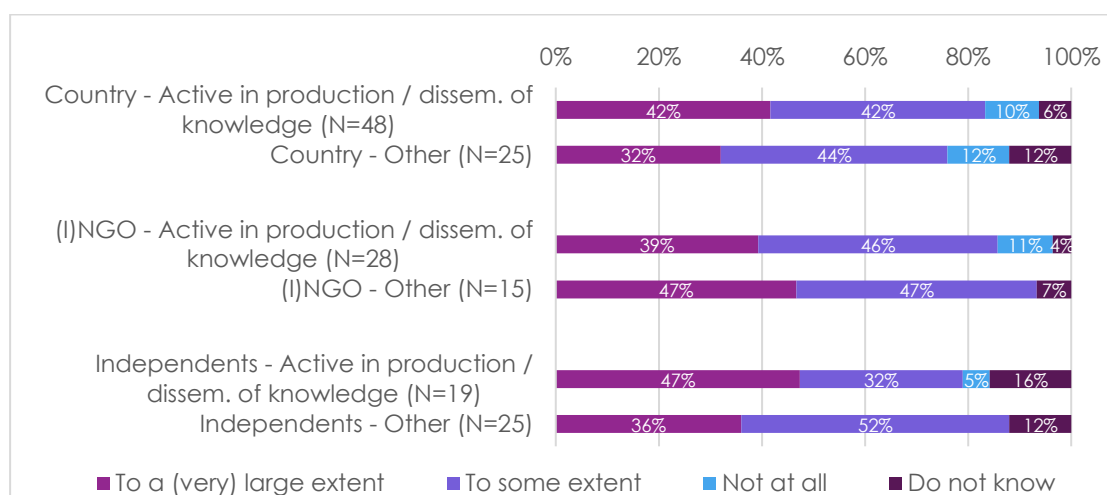
The Secretariat has little influence on the design of the studies that comprise the country review. The Task Force's Secretariat staff, with its background in UNESCO, explained that it considers country reviews as an intergovernmental matter in which national ministries of education and their focal points exert a strong influence. As a result, country reports are not always conducted by independent experts, but are sometimes appointed by (and often on the payroll of) the Ministry of Education. This has an effect on the quality of the country reviews, which can vary considerably. Consequently, this also affects the utility of the actual findings of the studies, even though the synthesis of studies tends to be coordinated by international experts. A stronger emphasis by the Task Force Secretariat on the importance of independent international reviews would raise the quality of supported studies in the future.

⁷¹ See: <http://unesdoc.unesco.org/images/0023/002311/231160e.pdf>

In addition to the thematic studies, the Task Force cooperated with UIS to produce a first ever estimate of how many teachers are needed to achieve the global goal for education by 2030. This study serves as the baseline for post-2015 planning and, for instance, allows for the monitoring of progress towards SDG 4.c; it is however not entirely clear what type of support had been provided by the Task Force. The Task Force aims to be a relevant knowledge partner for its members and, in addition to studies mentioned above, it cooperates with academic partners such as the Teacher Education Policy in Europe (TEPE) network and Harvard University, which have both contributed human resources to the objectives of the Task Force. This support, generally in the form of interns, is a substantial support to the overburdened Secretariat (see also section 3.2).

Task Force members are generally positive about the published studies. When asked which Task Force activity most directly impacted stakeholders, they most often mentioned that the **production of knowledge impacted their organization** most.⁷² When comparing stakeholders from different types of organizations, there are no substantial differences in the extent to which they think the Task Force contributes to the availability of information; generally, a minority sees a large contribution of the Task Force to the availability of relevant information, and a similar share sees some contribution (see Figure 6).

FIGURE 6 TASK FORCE CONTRIBUTION TO AVAILABILITY OF INFORMATION



Source: Online survey conducted among Task Force members (2017)

Again, the survey suggests differences between the actors involved in the studies and those that are not. Representatives from countries and independents who are involved in the studies are more positive than those who are not involved. However, representatives from international NGOs that are involved in the production/dissemination of studies are more critical (39 per cent sees a large contribution) than those that are not involved (47 per cent). Possibly, involved representatives from such international NGOs see it as their independent role to provide stakeholders with knowledge as well. However, given the small differences between stakeholders, and specifically the low number of respondents that see no impact (0 to 12 per cent), it is concluded that the Task Force had made a positive contribution to the availability of relevant material.

Creating opportunities for exchanging knowledge

The central and most visible activity of the Task force is its annual Policy Dialogue Forum (PDF). These annual fora bring together a large number of its diverse members with the main objective to facilitate the exchange, production and dissemination of knowledge and expertise related to teacher policy and practice. According to the Task Force, these meetings

⁷² Results survey conducted by external evaluation.

are not an end in themselves but serve as 'battery-charging pauses for decision-makers and practitioners, enabling them to break away from routine work to refresh knowledge, expertise and motivation for more innovative and evidence-based policy formulation, implementation and evaluation'.⁷³ The PDF are successful in reaching large global audiences, with around 200 participants attending each event, who engage in policy discussions, are confronted with study outcomes and exchange good practices. It brings together national representatives (often the focal points in each country), representatives from international civil society, researchers and consultants.

To provide the possibility to discuss issues in more detail, participants are generally divided into smaller groups, which are thematically organized. Although this is a rather effective way for stakeholders to share experiences from, as much as possible, different backgrounds, some stakeholders indicated that the delay in delivering the conference report meant that participants effectively missed out on valuable discussions in other groups. For instance, the report for the 8th Policy Dialogue Forum in Mexico (March 2016) was only published in November 2016. This delay was particularly problematic in 2016 as by November 2016 the 9th PDF had already been organized.⁷⁴ This limited the time for conference participants to work with the outcomes and recommendations from the previous PDF in their own organizations; some participants at the 9th PDF felt that not enough attention had been given during the conferences to what had been achieved as a follow-up to the previous PDF in Mexico City.

The PDF are not the only means for the Task Force to engage stakeholders. In 2014 the Secretariat hosted two online fora, with a specific thematic focus.⁷⁵ These online fora facilitated experts (from both developing and developed countries) in sharing their experiences on the promotion of equitable and inclusive education. Around 30 experts contributed, both in English and in French. The discussion focused more on 'how' to promote equitable and inclusive education based on a learner-centred approach, while catering for learners' interests and individual differences, and both high and low achievers. Such online discussion fora can be a successful way to engage experts and maintain a discussion, for instance, in preparation for or after face-to-face events. In the follow-up after the 9th PDF in Siem Reap, stakeholders were also invited to continue discussions on online fora. However, these online fora were set up independently from other events, and outcomes were not clearly published. Most crucially, the Task Force website does not systematically refer to such activities and, in this specific case, does not link to these online fora. This greatly limits the potential to share the outcomes of knowledge-sharing activities with a larger audience.

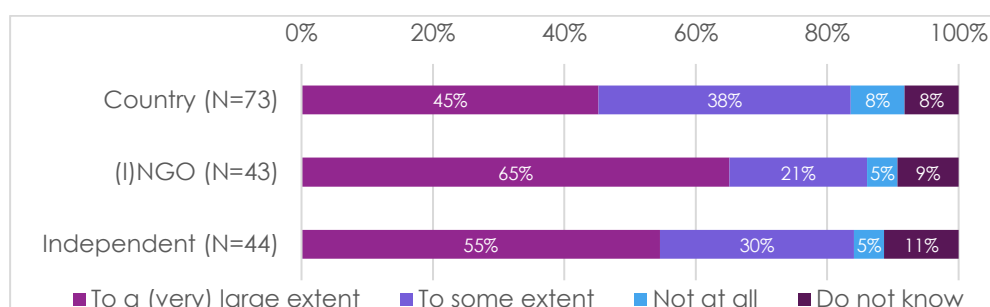
Respondents to the survey confirmed the positive evaluation of the effectiveness of Task Force activities towards the possibility to exchange knowledge between policy-makers, practitioners and researchers at the global level. As shown in Figure 7, international NGOs are particularly positive about the contribution of the Task Force in exchanging knowledge; 65 per cent sees a large contribution, compared to 45 per cent of country representatives and 55 per cent of independents. Only a limited number of respondents see no contribution to exchanging knowledge; 8 per cent of country representatives and 5 per cent of other respondents (international NGOs and independents).

⁷³ Task Force website: <http://www.teachersforefa.unesco.org/v2/index.php/en/international-policy-dialogue-fora>

⁷⁴ Due to the cancellation of the 8th PDF in November 2015, Venezuela, by the original host, the 8th PDF was postponed to March 2016. As a result, the 8th and 9th PDF were held within a relatively short time-frame.

⁷⁵ Task Force Annual Report 2014.

FIGURE 7 TASK FORCE CONTRIBUTION TO EXCHANGING KNOWLEDGE



Source: Online survey conducted among Task Force members (2017)

Overview results of activities under MLA 2

Making available knowledge and experiences

- The Task Force supported various studies that were published in 2014–2016 and contributed to a UIS baseline study for global teacher shortages.
- Members find the Task Force contribution to global knowledge on teacher issues meaningful.

Creating opportunities for exchanging knowledge

- PDF are excellent opportunities for exchanging knowledge between policy-makers, practitioners and researchers. There is still room to make better use of the potential of PDF.
- Limited use and awareness of online discussion fora.
- Members see a positive contribution of the Task Force to possibilities to exchange knowledge, particularly those representing international NGOs.

3.3.4 MLA 3 Country support: How has the Task Force benefited from the comparative advantages of its members and partners?

Through its third main line of action, the Task Force provides direct support to Member States in their policy development. In its Strategic Plan for 2014–2016, the Task Force defines its activity in the area of country support more or less as an on-demand support service. In response to specific demands for expertise, the Task Force identifies potential partners among relevant Task Force members. As such, the activities under this MLA builds fully on the comparative advantages of Task Force members and partners. These activities include facilitating technical assistance to countries in need, initiating social dialogue among social partners, or contributing to the coordination of initiatives at the (sub-) regional level. The following expected results can be identified for these activities:

- Initiating policy development as part of national education sector programmes.
- Collaboration between regional and sub-regional entities are strengthened.

Initiating policy development as part of national programmes

Under this heading, the Task force has worked on the development of a guide for the development of teacher policies. The initiative for this guide was taken at the request of various countries that sought a simple tool to help articulate relevant policies along the various dimensions of teacher issues.⁷⁶ A summary of this guide was presented to Task Force members in 2015. The guide aims to:

1. present the overview of teacher-related dimensions/issues that needs to be considered in the elaboration of national teacher policy;
2. suggest policy responses that need to be considered; and

⁷⁶ This request followed a diagnostic analysis of teacher issues in most of these countries based on the UNESCO 'Methodological guide for the analysis of teacher issues'. The diagnosis pointed to concrete policy needs for which no clear guidance was available at the time.

3. provide steps to elaborate the national teacher policy.

The English summary was published in 2015 and was subsequently translated into 6 additional languages, which was made possible by an additional private donation by the Hamdan Award. In response, 23 countries had already signed up to use the guide.⁷⁷ Various stakeholders interviewed for this evaluation indicated that a practical guide to teacher policy development would better help them structure policies in their countries. Another donation also facilitated technical assistance in five countries, to pilot test the policy guide.

Although enthusiasm for this policy guide is promising and underlines its (potential) utility, the complete guide has not yet been published in 2017. Neither have stakeholders seen the complete guide and various focal points have come to believe that the summary is the actual policy development guide. Outcomes of the pilot projects to implement the guide are also not available. An informal decision has been taken to transform the guide into an interactive guide, permitting cross-references and specific questionnaires to better tailor the guide.⁷⁸ In theory, the effort to make the guide more interactive has the potential to increase its utility and prevent the reports ending up on some (digital) shelf. However, now that the digitization process also faces substantial delays, it is possible that parts of the guide itself will already become outdated before its publication.

In essence, the policy guide can be a powerful tool that should contribute to the objectives of the Task Force. It can prove an important aid for national policy-makers to develop an evidence-informed national teacher policy as an integrated component of national education sector plans or policies towards attaining the SDG 4.c objective. This calls for a higher prioritization in the development of the interactive guide and, if possible, an advance publication of the non-interactive version of the complete guide. There is the risk that further delays to the complete guide will dampen the enthusiasm and efforts of the stakeholders.

Strengthening collaboration between regional and sub-regional entities

In addition to the work revolving around the policy guide, the Task Force has been involved in the provision of practical technical assistance, which is conducted in collaboration with regional entities. Such activities are related to the concrete implementation of strategies or teacher policies.

In response to a recommendation from the 6th PDF in Kinshasa held in 2013, the Task Force organized an expert meeting in 2014 to develop a programme on teacher management in fragile states. As the Secretariat itself does not have the capacity to engage in technical assistance within countries, its support to such projects is provided by identifying relevant partners for cooperation within its network. After the expert meeting, the Task Force committed itself to supporting officials from South Sudan and Liberia to take the Post Graduate Diploma course on curriculum design and development conducted by the UNESCO International Bureau of Education. Another direct follow-up of this expert meeting has been targeted to support a project in Guinea in which the Task Force supported an NGO to deliver training to teacher trainers.

Guinea, EduCetera

In January 2016, EduCetera trained 40 teachers from public universities across the country over a 2-week period. EduCetera is a non-governmental and non-profit organization that aims to promote education on a voluntary basis. Its training focused on:

- Designing interactive and engaging lessons and classes.
- Setting up learning techniques and tools suited to the Guinean environment.
- Using new technologies to bolster teaching and research.

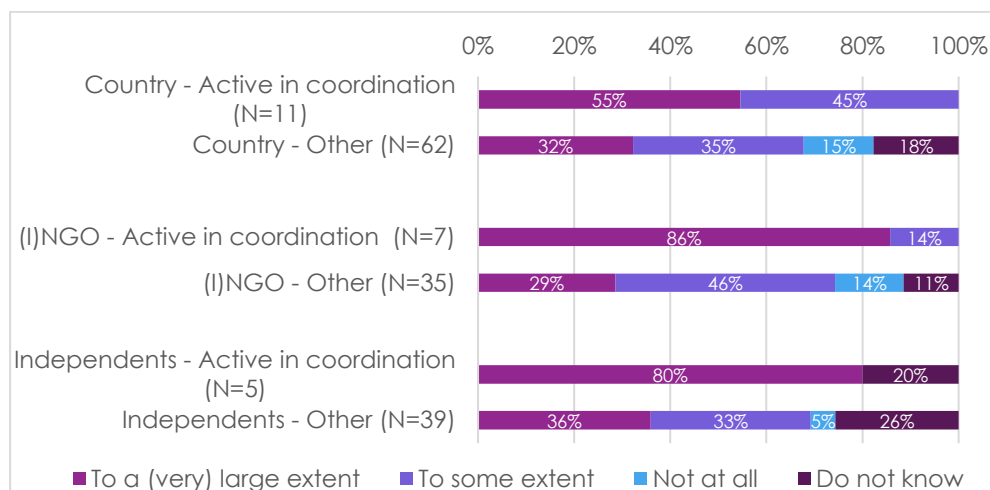
⁷⁷ Teacher Task Force Annual Report 2015.

⁷⁸ No reference has been made to this objective in the annual work plans or SC meetings. This information was obtained through interviews with stakeholders.

The added value of the Task Force to this project lies mainly in the increased legitimacy it offers and the possibilities for increased donor support for the project; the actual financial contribution by the Task Force is relatively small. However, through the involvement of the Task Force, the project is more successful in mobilizing relevant authorities, which better embeds the project in the national education context.

Formally, the decision to take part in collaborative implementation projects with partners is taken by the SC, but the strategic documents provide little direction in terms of the projects that should be selected. The 2014–2016 Strategic Plan mentions a number of examples in which the Task Force could participate, but it lacks objective criteria. Essentially, any project related to teachers would fall within the scope of country support. The expected result in the Strategic Plan for supporting such interventions is to strengthen collaboration between regional and sub-regional entities in the implementation of regional teacher policies. However, the evaluation finds little evidence that the activities of the Task Force have deliberately focused on this objective. To assess whether the country support function of the Task Force contributed to better coordination of (regional) initiatives, Task Force members were asked about their experiences, as presented in Figure 8.

FIGURE 8 TASK FORCE CONTRIBUTION TO COORDINATION OF INITIATIVES



Source: Online survey conducted among Task Force members (2017)

Figure 8 shows that respondents involved in the coordination of (sub-) regional initiatives in the area of teacher policy implementation (though limited in number) also see a significantly larger contribution by the Task Force in this area. Other stakeholders see a more moderate contribution, without significant differences between representatives from countries, NGOs or independents.

Overview results of activities under MLA 3

Initiating policy development as part of national programmes

- Delays in the progress of the Teacher Policy Development Guide; summary available in 7 languages, but full report and outcomes in pilot countries not publicly available.

Strengthening collaboration between regional and sub-regional entities

- Criteria for selection of the three projects selected in 2014–2016 and the contribution to collaboration are unclear.
- Task Force members see a very positive contribution of the Task Force's activities in strengthening collaboration between regional and sub-regional entities.

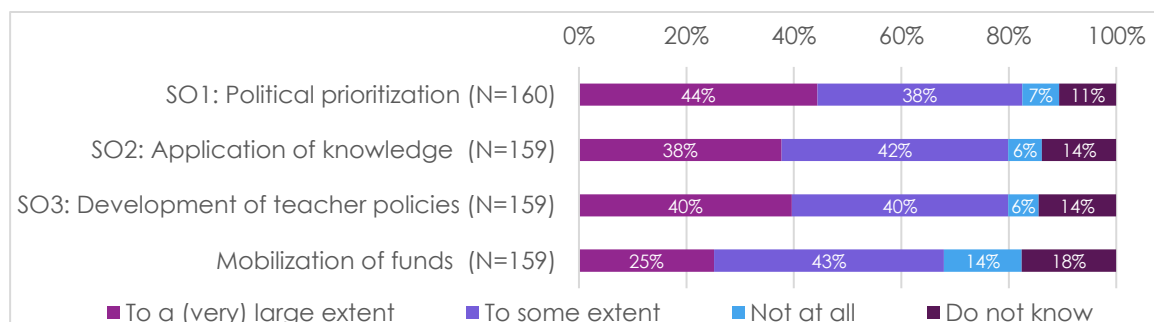
3.3.5 What is the evidence of medium-term results at global, regional and national levels?⁷⁹

The previous sections discussed in more detail the immediate results of the activities deployed by the Task Force in 2014–2016. This section seeks to establish to what extent these expected results have contributed to the specific objectives set by the Strategic Plan 2014–2016.

Global results

First of all, Task Force members were asked to indicate to what extent the main lines of action under the Strategic Plan have contributed to the Specific Objectives (SO) set. This is summarized in Figure 9.

FIGURE 9 TASK FORCE CONTRIBUTION TO SPECIFIC OBJECTIVES



Source: Online survey conducted among Task Force members (2017)

The survey confirms that Task Force members are quite positive about its contribution to specific objectives. Respondents are **most positive about the results achieved in the political prioritization of teacher issues**. Forty-four per cent of all stakeholders noted a large contribution by the Task Force to the prioritization of teacher issues, and another 38 per cent noted at least some positive impact.⁸⁰ The Task Force's work has contributed to the prioritization of teacher issues at the global level, both by raising global awareness and by working on synergies.

The **second specific objective** supports the collection of monitoring and the sharing of knowledge, experience and good practice. To measure the medium-term outcomes of the Task Force's efforts, it is not enough to look at the availability of studies or the possibilities to exchange information. What matters more is whether the beneficiaries of such knowledge exchange are able to apply this knowledge in their own contexts. The material and studies exchanged and the possibilities created to exchange practices at the global level permit members to apply new practices in their own countries. Survey respondents also noted a relatively large contribution of Task Force activities to the application of knowledge (38 per cent noted a large contribution, 42 per cent to some extent, and only 6 per cent noted no contribution).

A similar share of respondents noted a **positive impact of Task Force activities on the third specific objective, which is the development of teacher policies** (40 per cent noted a large contribution, another 40 per cent noted some contribution, while only 6 per cent saw no contribution). Given the limited activities and resources to this objective in the 2014–2016 period, the contribution to global objectives can hardly be attributed to Task Force activities. Instead, the Task Force's activities on global level advocacy, and the organization of well-structured policy discussions on challenges at the PDF provide national focal points with the instruments to also engage in similar discussions with national decision-makers.

⁷⁹ Under this heading, the findings are also discussed for evaluation question III.c.iv 'To what extent have the activities of the Task Force facilitated the mobilization of resources in favour of teacher issues among education partners and other donors?'

⁸⁰ No separation was made between the different types of respondents because no relevant differences could be found.

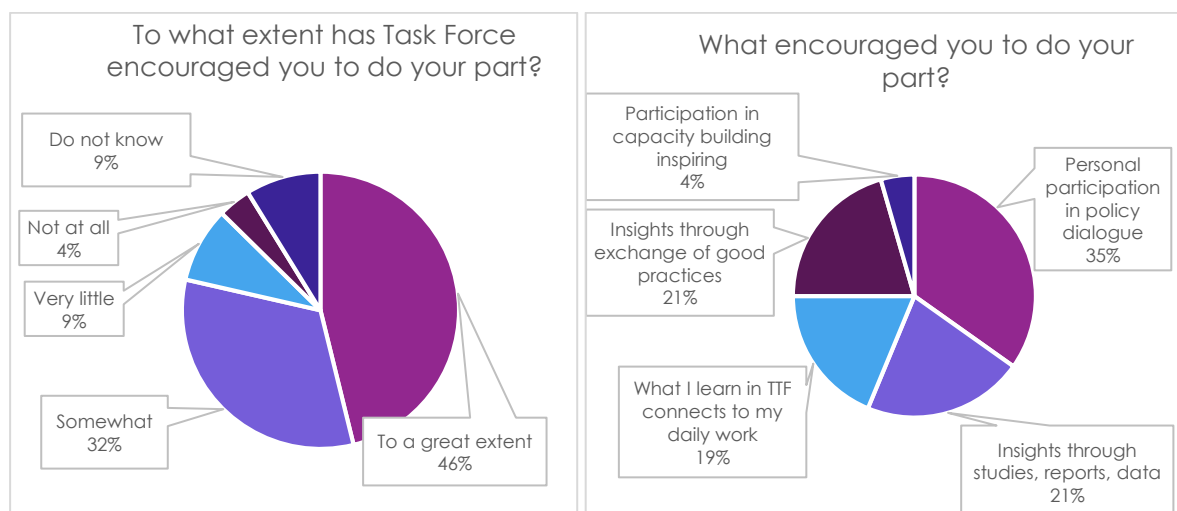
To make a meaningful contribution towards the objectives set by the SDG, ultimately the prioritization of teacher issues, the application of knowledge and the development of teacher policies depend on yet another crucial factor, which is the mobilization of funds. In contrast to the substantial contribution to the political prioritization of teacher issues, respondents see a more **limited contribution by the Task Force**. Twenty-five per cent saw a large contribution, 43 per cent identified a small impact, while 14 per cent saw no impact. Particularly in comparison to the positive opinions on the Task Force's contribution to other specific objectives, the mobilization of resources warrants attention. First of all, the Strategic Plan 2014–2016 does not explicitly specify the mobilization of resources towards teacher issues as an objective. As a result, no formal activities towards this objective are deployed, other than broader advocacy efforts and efforts to raise resources for the proper functioning of the Task Force. However, the mobilization of resources is a crucial impact indicator that helps to verify whether increased political prioritization is also followed with actual change, i.e. more resources allocated to teacher issues in member countries. Currently, remarkably little is known about the additional mobilization of resources towards teacher issues in individual countries. To gain more insights into this, future PDF could for instance regularly ask focal points from each member country to indicate whether spending on teacher issues has increased, stayed the same, or been reduced. Though a crude measure, this would give some insights into the global (and regional) development of resource mobilization towards teacher issues.

National results linked to the Task Force

While respondents are relatively positive about the achievements of the Task Force at the global level, little is known about its actual impact in the countries themselves. No monitoring takes place, and there are few mechanisms in place to see whether national activities are planned as a follow-up to the 'inspiring' PDF and global advocacy efforts. The more limited results in terms of the mobilization of resources already show the challenge of putting money where the mouth is; a higher prioritization of teacher issues at the global level does not automatically mean that teacher issues are prioritized within countries. As already pointed out, under the results for MLA 1 and MLA 2 various stakeholders indicated that the level to which global level results trickle down to the national level depends much on the personal involvement and connections of the focal points. The logic of the Task Force is that focal points do not only represent their country or organization in the Task Force, i.e. they contribute towards global outcomes, but they also act as agents of change in their own national contexts in order to effect national change.

As no objective indicators on the follow-up to Task Force activities in countries are available, the survey asked respondents to indicate the extent at which the Task Force had encouraged them to actively take up teacher issues in their own contexts. The results are presented in Figure 10 (left). Almost half (46 per cent) of respondents were encouraged to a great extent, and another 32 per cent of respondents were at least somewhat encouraged. Even though this does not say anything about their actual activities in their own organization, it confirms the potential of Task Force activities to encourage countries to take action.

FIGURE 10 UNDERSTANDING ACTIVITIES OF TASK FORCE MEMBERS



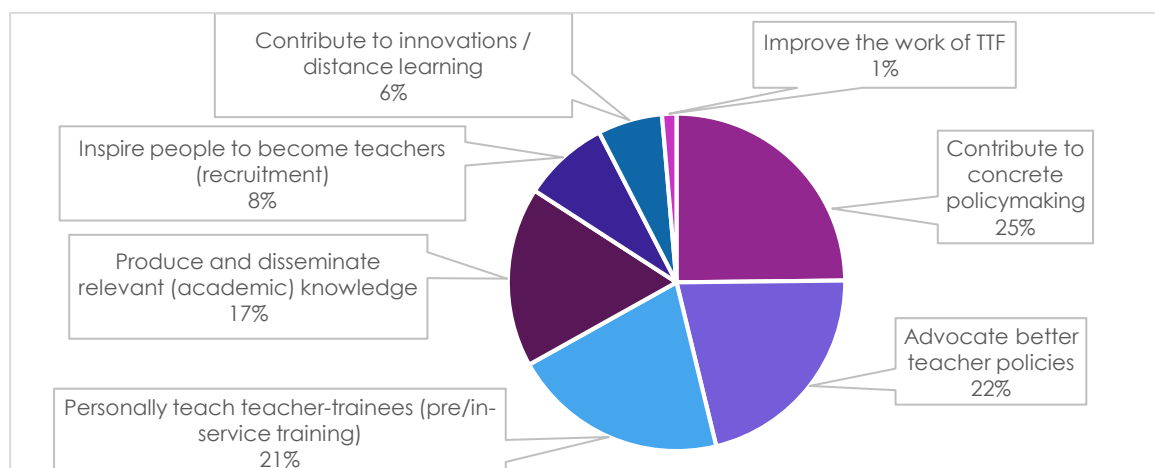
Source: Online survey conducted among Task Force members (2017)

The external evaluation also asked respondents about the activities that contributed most to engage teacher issues (see Figure 10, right). Most respondents pointed to the positive impact of personal participation in the PDF, listening to inspiring examples and being in contact with enthusiastic advocates of teacher policies from around the world. Secondly, respondents indicated that the insights they gain from studies, reports or data in more general terms through interaction with the Task Force encourages them to become active, either through their intrinsic value of knowledge (21 per cent), or because it relates clearly to the challenges that respondents come across in their daily work (19 per cent). Among respondents that were not particularly encouraged to become more active, respondents lamented the lack of a practical focus in the Task Force, as well as limited space for active participation in the meetings. Some participants from countries without substantial shortages wondered about the added value of the Task Force for their country.

The above suggests that the PDF, an accessible means of exchanging experiences, are an important motivational source for Task Force members. However, interviews show substantial differences in the personal involvement of individual focal points with fellow policy-makers, practitioners and researchers in their own countries. Some are particularly active and continue international debates in their national settings, informed by the insights produced in Task Force workshops, studies and conferences. Consider for instance workshops and meetings that open up possibilities to engage directly with donors and decision-makers in their countries. Other focal points are less active and more implicitly work on the basis that the insights they gain from the Task Force are reflected in the development of national policies they support. A number of (potential) donors also indicated in interviews that the issue of follow-up to the international exchange of good practices is crucial. The current intervention logic, as proposed in the Task Force Strategic Plan, provides little guidance on how such follow-up can actually be measured. As no reporting takes place on the activities of focal points in their own contexts, the external evaluation cannot confirm to what extent focal points are predominantly active or inactive, limiting the evaluation to more anecdotic evidence.

To better assess the potential activity of focal points towards applying the insights gleaned from the Task Force, the evaluation also asked respondents what they considered their own responsibility in terms of their contribution to the Task Force's objectives. Figure 11 summarizes their responses.

FIGURE 11 YOUR RESPONSIBILITY TOWARDS CONTRIBUTING TO TASK FORCE OBJECTIVES



Source: Online survey conducted among Task Force members (2017)

Figure 11 confirms the diversity of Task Force stakeholders, with a relatively comparable share of respondents contributing directly to policy-making (25 per cent), seeking to be active in advocacy (22 per cent), teaching directly (21 per cent), and contributing to the academic debate by producing and sharing studies (17 per cent). It confirms the diversity of Task Force members, each contributing to Task Force objectives differently – assuming that respondents act upon their self-declared responsibility – and contributing towards addressing teacher shortages in the various ways supported by the Task Force. These diverse approaches confirm the value of the Task Force’s multi-stakeholder approach, which is present at the global level where most of the results were also observed. However, at the national level, generally only one stakeholder (often representing the Ministry of Education) links the work of the Task Force to national policy development. The evaluation therefore concludes that to also successfully broaden the potential for results at the national level, the Task Force’s multi-stakeholder approach could be exported to the national level. One focal point may continue to represent the Ministry of Education, but he/she could also, for instance, serve within a national setting, thus bringing together decision-makers, practitioners and researchers. This would increase the accountability of focal points, ensure a broader reach of global Task Force activities, and thus increase the scope of Task Force impacts.

3.3.6 Strengths, weaknesses, opportunities and threats related to effectiveness and results

The evaluation found the following strengths, weaknesses, opportunities and threats related to effectiveness and results (Table 7).

TABLE 7 ASSESSMENT OF STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS RELATED TO EFFECTIVENESS AND RESULTS

<p>Strengths:</p> <ul style="list-style-type: none"> ○ Stronger global awareness. ○ Contribution to an improvement of policies. ○ Encouraging exchange of experiences. 	<p>Weaknesses:</p> <ul style="list-style-type: none"> ○ No systematic data on the results at the national level; indications of limited follow-up after PDF. ○ Limited involvement of broader group of stakeholders at the national level. ○ No strategic guidance for ongoing work. ○ Framework for monitoring and evaluation does not fit activities and provides insufficient basis for evaluation.
<p>Opportunities:</p>	<p>Threats:</p>

<ul style="list-style-type: none"> ○ Make better use of focal points to improve coordination of ongoing initiatives, create links to national policies and involve key decision-makers. ○ Ongoing work on the policy development guide can provide a concrete framework of action for the Task Force and would permit a more strategic use of research. 	<ul style="list-style-type: none"> ○ Lack of systematic annual planning, intervention logics and indicators linked to activities prevent focused intervention and risks eroding donor trust.
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This chapter showed promising results at the global level and an overall positive evaluation by Task Force members in terms of its contribution to the objectives. However, the lack of data on progress at the national level shows that continued focus on teacher issues remains crucial. Stakeholders are concerned that in addition to all the laudable global initiatives there is limited follow-up at the national level. The broad focus of Task Force activities and the lack of strategic guidance contribute to this situation, which worries (potential) donors. The multi-stakeholder approach at the global level is not replicated at the national level, even though it would provide an opportunity to better reach national level impacts of the Task Force as well. The Task Force could further exploit the potential of the long-anticipated Teacher Policy Development Guide by underpinning its future advocacy, research and country support activities with the strategic direction provided in this guide.

3.4 Sustainability

This section assesses the sustainability of the Task Force. This assessment can be split into two separate types of sustainability. The first concerns the sustainability of the interventions supported by the Task throughout 2014–2016 and the extent to which its activities contribute towards sustainable results. These are discussed in section 3.4.1. The second element of sustainability refers to the sustainability of the Task Force itself, which is discussed in section 3.4.2. This assesses the extent to which the Task Force has ensured continued support for its organization in order to continue its work into the future.

3.4.1 What mechanisms are identified for ensuring the predictable and timely availability of resources to sustain gains?

The Task Force approach to solving teacher shortages involves the mobilization of the various stakeholders around the world at the global level to promote dialogue, exchange of practices and provide technical assistance. The logic is that through such exchanges and the mobilization of partners, different stakeholders would be better able to complement each other, avoid costly overlaps, and learn from policy development. This altogether contributes towards more sustainable policy development to teacher shortages.

The global advocacy by the Task Force in 2014 and 2015 has resulted in the inclusion of a dedicated global target to reduce the shortage of qualified teachers in the SDG. This achievement serves as an important milestone for sustainability. It requires countries to address the issue of teacher shortages as they move towards 2030, while also underlining the role of civil society in contributing towards this goal. As such, it ensures that attention is drawn towards teachers, even without any future Task Force activities.

Among its planned activities, the Task Force prioritizes the organization of the annual PDF as the primary mechanism of intervention. As already identified in section 3.3, these meetings have a visible impact on its stakeholders, mainly by strengthening the commitment of participating stakeholders to teacher issues at the global level. It also motivates national representatives to learn from each other and to think together on developing national policies in response to specific teacher issues in their countries. These are relatively sustainable results that have an impact far beyond the annual events. However, some stakeholders point to a relatively limited follow-up of the PDF. Greater sustainability could be achieved by better

facilitating the communication of outcomes of the PDF, mainly in terms of (web) communication and reporting tasks; this way a broader public beyond the focal points could learn from the outcomes of the PDF. This broader group of national stakeholders would then also be better able to hold their focal point accountable for agreements made and strategies discussed. The delays in reporting, mainly caused by the overload in the Secretariat's work, restrict the immediate outcomes of the PDF that would make it more sustainable by broadening the target group.

While the sustainability of global results is relatively well assured, the sustainability of results at the national level can be substantially improved. Section 3.3 already outlined the limits to achieving results at the national level. Even where national results are achieved, such as when certain policies are enacted or there is increased spending on teacher recruitment, sustainability still remains more limited. The current institutional set up, which depends on one focal point in the country often appointed by the Education Ministry, limits the possibilities to engage national stakeholders. Such engagement can substantially increase the sustainability of results, as the involvement of practitioners and academics can increase the quality of policy interventions, help in implementation, and provide better mechanisms for accountability to oversee policy development following implementation. Though such structures need to fully respect the specificities of national systems, the Task Force can more actively advocate for the use of national 'sounding boards'. Such sounding boards would bring together policy-makers, practitioners and academics at the national level, and would thus better ensure the sustainability of the results achieved. In many countries, structures are already in place that could be used for this purpose, for instance, in the framework of Local Education Groups (LEGs).

In section 3.3 stakeholders indicated that the Task Force in 2014–2016 had made a limited contribution to the mobilization of resources with regard to teacher issues. Continuous attention for the mobilization of resources at the global level is a necessary condition to further improve the sustainability of any action, advocacy or policy development. Without targeted activities that focus on the mobilization of resources, or at least support other stakeholders in their efforts towards resource mobilization, the future sustainability of activities remains limited.

3.4.2 To what extent is the institutional commitment of the various education partners in participating in the Task Force and its funding guaranteed for the future?

In addition to the mobilization of resources for global teacher issues, the sustainability of the Task Force itself depends on the mobilization of resources for its own management. The institutional commitment of various partners to the Task Force varies substantially. Currently, the Task Force is sustained by two structural donors (Norway and the European Commission), through which most of its operational expenses for the 2014–2016 Strategic Plan were financed. In addition, the Task Force received a number of smaller grants that were earmarked by donors to be used for specific activities. Though these earmarked budgets also contributed to the realization of relevant activities, they considerably limited the autonomy of the Task Force Secretariat and SC. To some extent, this practice of earmarking funds can be attributed to a lack of trust among donors towards the Task Force. Various (potential) donors indicated that the lack of a realistic Strategic Plan and the absence of clearly defined activities that could be funded contributed to the reluctance to donate to the Task Force.

Existing donors also point to the long response time from the Secretariat in obtaining the necessary reporting that donors need for their own accounting purposes. If this problem persists in the new strategic period, it poses a substantial risk for future contributions as donors may shift their attention to organizations/projects that are better able to report on time and in line with donor demands. To ensure sustainability, this issue requires immediate action by the Secretariat; the Task Force in its current form is insufficiently able to guarantee funding from education partners for the future. A more focused strategy is necessary in which the Task

Force more specifically defines its contribution to addressing teacher shortages, assumes full accountability to donors, and makes its results visible and transparent.

The Secretariat usually develops its annual work plan on the basis of committed and sought-after funding without necessarily having the funds available when the year starts. The annual work plan therefore is presented more as the ideal scenario rather than realistic guidance for implementation. Also, some of the funding is only provided late into the year, causing implementation issues and the necessity to budget between lines of action.

To better ensure donor support and insight by the SC and Task Force members, it is therefore important that at the planning phase a more direct link is made between the number and type of activities planned and the resources collected for that period. Annual work plans need to be drawn up, be related to realistic budget estimates, and be subsequently shared with donors, the SC and Task Force members. Based on such discussions, the possible implications of funding gaps for the sustainability of interventions could receive attention and – where necessary – additional support could be requested from (other) donors. In addition, in order to allow for maximum transparency, the annual work plan of the UNESCO Section for Teacher Development could also be shared with the SC so that the activities conducted by the Secretariat and those conducted by the staff members of the UNESCO Section for Teacher Development are clear and transparent and show where there is overlap.

An ongoing discussion within the Task Force focuses on increasing the institutional commitment of its members by introducing a membership fee. This would provide the Task Force with its own resources, while also serving as a show of commitment by its members. However, the evaluation notes that it is unlikely that annual membership fees will drastically increase the financial capacity of the Tasks Force.⁸¹ Moreover, it will require a considerably higher level of transparency regarding its objectives, planning, activities and results vis-à-vis all contributing members, which the Secretariat currently does not even provide to its donors. The evaluation concludes that there is considerable room for the Secretariat to improve its responsiveness to voluntary donors before introducing a mandatory fee to all members.

3.4.3 Strengths, weaknesses, opportunities and threats related to sustainability
The evaluation found the following strengths, weaknesses, opportunities and threats related to sustainability (Table 8).

TABLE 8 Table 8 Assessment of strengths, weaknesses, opportunities and threats related to sustainability

<p>Strengths:</p> <ul style="list-style-type: none"> ○ Inclusion of teacher shortage in SDG ensures that teacher issues will remain on the global agenda. ○ Two structural donors provided stable financial support to sustain activities throughout 2014–2016. 	<p>Weaknesses:</p> <ul style="list-style-type: none"> ○ Small-scale ad hoc donors. ○ Lack of timely and transparent plans and activities. ○ No plan for attracting new resources, neither to sustain the Task Force in the coming years nor for addressing teacher issues globally.
<p>Opportunities:</p> <ul style="list-style-type: none"> ○ Widespread network of organizations and countries brings together the stakeholders needed to sustainably address teacher issues. 	<p>Threats:</p> <ul style="list-style-type: none"> ○ Task Force fully dependent on continued goodwill of donors. ○ Limited communication and lack of strategy may reduce willingness of existing donors to support Task Force in the future.

⁸¹ This depends of course on the amount of the fee. However, given that 3/4 of Task Force countries are in Africa, Asia or Latin America, it would be unrealistic to charge a high fee to all members.

<p>○ Expertise that may be transferred into fundraising services.</p>	
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This section showed that the Task Force's main strengths with regard to sustainability are the results of its awareness-raising activities in 2014–2016. Even if the Task Force would cease its activities tomorrow, the issue of teacher shortages will continue as a global priority. Secondly, the stable funding provided by two donors throughout the period of the Strategic Plan helped towards the regular organization of the PDF. Bringing together the relevant stakeholders at the global level contributes to sustainable results in the medium term; these stakeholders will continue to find each other in the years to come to work on specific teacher issues.

One of the major weaknesses of the Task Force in terms of sustainability is that while it fully depends on donors, it does not yet have a strategic plan (a resource mobilization plan) in place to attract new donors. Instead, the Task Force has conducted operational activities on the basis of small ad hoc donations that are often earmarked for specific activities. A major threat of this situation is that the Task Force remains dependent on funding it can neither control nor foresee. Related to this, various (potential) donors had pointed out the limitations of the existing Strategic Plan and the challenges of the Secretariat to produce adequate reports on the progress made towards reaching its goals. Such concerns contribute to an unnecessary risk of alienating donors in the near future, which poses a considerable threat to the sustainability of the Task Force. Instead, the evaluation argues that there is considerable expertise within the Task Force to mobilize resources, both for sustaining the Task Force operationally and for sustaining the results of its activities. The main opportunity for the next phase will be to unlock this potential.

4. Characteristics of a mature Task Force

In this chapter, the evaluation team draws from the previous chapters the main lessons learned that could inform decision-making for the future development of the Task Force.⁸² This chapter discusses the characteristics of a mature Task Force (as a point on the horizon, an aspiration).

Reflecting on the development of the Task Force, some respondents referred to the metaphor of individual human development; from baby to child, adolescent and adult. The Task Force has gone through different phases and is currently seen as a child or adolescent such that further steps were needed for it to develop into a mature adult. As a Task Force is in principle a finite organizational structure, its functioning should strive to become obsolete, meaning that the initial problem has been solved. To remain consistent with the mentioned metaphor, after maturity comes old age and in the end, death. The below suggestions are provided to enable further growth into maturity ahead of its demise and before the problem it sought to resolve is actually solved.⁸³

The Task Force has a Theory of Change that maps out what is needed in order to achieve the teacher target SDG 4.c

Working on teacher issues has clearly gained momentum and will remain so in the coming years. The SDG provides a clear reference and time plan for the Task Force to attune, align and structure its work. This requires a clear re-think of how the Task Force can contribute to

⁸² In doing so, chapter 4 provides the answers to evaluation question III.d.III, 'How are the experiences and key lessons learned from the first and second phase of the Task Force likely to inform decision-making in improving future actions?'
⁸³ These aspects are defined on the basis of the opinions of the interviewees, a post-analysis of the open answers to the survey, and the impressions of the evaluation team.

levelling the teacher gaps and contributing to the final objective of (re)-training sufficient teachers to provide inclusive and equitable quality education.

Linking the work of the Task Force closely to the SDG 4.c objective and the teacher target can strengthen the Task Force in:

- planning its activities;
- working in a more programmatic and systematic way;
- strengthening engagement with national stakeholders;
- interesting potential (new) donors to sustainably support (parts of) the work of the Task Force; and
- monitoring whether the implementation is on track vis-à-vis the (intermediate) objectives.

In addition, the Task Force could claim to be the champion of SDG 4.c implementation.

The Task Force has revised its organizational structure in such a way that the members and the focal points are positioned and facilitated as agents of change

The evaluation found that although the roles and responsibilities of the different organizational parts of the Task Force are clear in general, the whole set-up might not be optimal regarding its functioning as a network organization and an activated Task Force. The operational power in a network organization lies in the members of the network. The purpose of a Secretariat and a Steering Committee is to facilitate the members to work and make a change. In the Task Force's current set-up, there is too much emphasis on the work of the Secretariat and only limited emphasis on what the members achieve with regard to teacher policies in their respective countries and how the insights gleaned through involvement in the Task Force's activities leads to improved policies.

In order to become a more mature Task Force, the members (i.e. countries and organizations) need to be positioned as 'agents of change'. The teacher gaps can only be closed by policy developments at national level that deliver and maintain more and better teachers. These policy developments can be initiated by country representatives and donors implementing specific programmes in their countries. The work of the Steering Committee and the Secretariat can support the countries through advocacy (awareness-raising, bringing people together); knowledge development and sharing (distributing expertise and good practices); and support (brokering between demand and supply of technical assistance).

In order to function as agents of change, a number of conditions must be met:

- **Broader membership within the country.** The country's membership should not be limited solely to the involvement of the Ministry of Education. In order to enable change, the country (member) will have to be able to involve all the relevant stakeholders in developing teacher policies such as teachers (unions), teacher education institutions, school leaders and academics.
- **Membership comes with obligations.** The country's membership should be based on its clear commitment to work on policy development in the country, but also to share and exchange with peers to support other countries as well (South-South cooperation). Being a member, despite its voluntary nature, should come with obligations in terms of providing information, reporting on progress made, and contributing to the development of new knowledge. Being a member requires being active and engaged.
- **Facilitating support structure.** The Task Force is able to provide the information the country needs to further develop teacher policy and is able to bring countries in contact with relevant peers to exchange thoughts on challenges and solutions. This requires an effective knowledge management system in which members report on

what they have achieved and what they are working on. In addition, it requires a Secretariat that has the expert knowledge to assess country developments and see patterns in developments, as well as the challenges and solutions found.

The Task Force Secretariat is organized in such a way that it is fully responsive to the needs of the SC, members and donors, and functions as a knowledge hub

A pivotal structure within the Task Force is its Secretariat. The Secretariat should be well equipped to support the Steering Committee to make the best decisions, to enable members to take action in the countries, and to reassure donors to align their activities with what is needed in the framework of the SDG 4.c. This also means that the Task Force Secretariat is considered a one-stop shop, i.e. that the Secretariat is more a learning facilitator and (knowledge) broker than an administrative hub. The Task Force Secretariat is embedded within UNESCO in that it benefits from the synergies that invariably emerge. The disadvantages related to organizational structures, staffing and visibility are thus tackled.

The Task Force is able to work in a programmatic way and is able to install a functioning reporting mechanism that supports knowledge-sharing among members

Related to further developing a Theory of Change in relation to the SDG 4.c, the Task Force should be able to work in a more programmatic and strategic way. This implies that in line with the (intermediate) objectives, the Task Force is able to work on a specific theme for a defined period, applying advocacy, knowledge development and technical assistance, leading to results in terms of policy developments at the country level. Working in a programmatic way ensures that clear objectives are formulated, that there are activities planned in line with these objectives, and that there is a system in place to monitor the progress made. This means that the activities of the Task Force, for instance the PDF, studies, meetings and technical assistance, are positioned in an overarching (thematic) framework, creating room for cross-fertilization, synergies and greater impact at the country level.

The Task Force is able to mobilize resources in a more secure manner

Based on assuring its maturity vis-à-vis the previously discussed aspects, it will be easier for the Task Force to secure more sustainable funding streams. The Task Force will be able to position itself as a trustworthy organization with clear objectives and a clear intervention logic, providing a membership base through which results can be reached and ensuring a support structure that delivers and applies a programmatic approach that allows donors to fund specific activities in a coordinated way.

5. Conclusions and recommendations

Based on the reconstruction of the Theory of Change, the assessment against the evaluation criteria and suggestions for improvement, conclusions were drawn on the functioning of the Task Force in the period 2014–2016 and recommendations were provided for the development of the new Strategic Plan.

5.1 Conclusions on strengths and weaknesses

On the basis of the evaluation, the following conclusions were drawn on the Task Force's work in the period 2014–2016.

Conclusion 1: The work of the Task Force is highly relevant and responds to an urgent and well documented need across the globe: increase the number of quality teachers.

Both the Theory of Change and section 3.1 on 'relevance' conclude that there still is a need to work on the teacher issue. According to UNESCO UIS projections, about 69 million teachers must be recruited to achieve universal primary and secondary education by 2030 in order to achieve Sustainable Development Goal 4 (SDG 4), which aims to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.⁸⁴

The SDG strongly emphasizes the role of teachers and sets a clear target for the international community and countries to work towards. In order to achieve the ambitious SDG 4.c target on teachers by 2030, coordinated actions are needed at international and national level. This means that the work of the Task Force must have a clear but ambitious target and end-point. i.e., 'By 2030, substantially increase the supply of qualified teachers, including through international cooperation for teacher training in developing countries, especially least developed countries and small island developing States'.⁸⁵

Conclusion 2: There is clearly a need – to which the Task Force responds – for a one-stop shop on teacher issues that brings together all relevant stakeholders and positions them as agents of change.

Given the priority conferred to developing teacher policies, there is a need for a one-stop-shop that can bring together all the organizations active on this topic, as well as countries that will have to develop and implement policies, and academics that will bring in new knowledge on teacher issues. The one-stop shop should facilitate the effective positioning of members of the Task Force to serve as agents of change, i.e. they are provided with the contacts, knowledge, support (in terms of advocacy) and (potential) resources, and technical assistance to develop and implement teacher policies. Being a one-stop shop also means that efforts of the different donors and international organizations can be better coordinated so that overlaps can be avoided.

The Task Force provides the basis for the one-stop shop, but this needs to be further developed and improved in terms of engaging members and stakeholders, exchanging knowledge, and positioning members as agents of change (see Recommendations).

Conclusion 3: There is a lack of clarity on the identity of the Task Force and the roles and responsibilities of its organizational parts.

Although the Strategic Plan and the accompanying Terms of Reference defines the Task Force and makes clear the roles and responsibilities of its organizational parts, in practice there are some misconceptions about its role. The Task Force is for instance considered synonymous with the Policy Dialogue Forum, as if this activity is the sole purpose of the Task Force. In addition, the Task Force is sometimes narrowly interpreted as the Secretariat; or the Task Force is considered a UNESCO initiative. This confusion stems from a lack of clarity on the actual focus of the Task Force and how different activities conducted by the different

⁸⁴ UNESCO UIS. 2016. UIS Fact Sheet. The World Needs Almost 69 Million New Teachers to Reach the 2030 Education Goals. October 2016, No. 39.

⁸⁵ SD Knowledge Platform: <https://sustainabledevelopment.un.org/sdg4>

members of the Task Force contribute to the overall objective of ensuring more and better quality teachers. These misconceptions hamper the effective functioning and efficiency of the Task Force. More visibly, it results in an overemphasis of the importance of the Secretariat vis-à-vis the Task Force in most activities. The Secretariat's primary role is to *facilitate* the work on teacher policies by the members of the Task Force, not to carry out the work for the members.

Conclusion 4: The Task Force documentation (Strategic Plan, annual reports, financial overviews, monitoring) does not provide sufficient transparency to see how the Task Force contributes to solving the teacher gaps.

The Task Force is a network organization working on teacher issues and is a complex structure to manage. It is a voluntary association, bringing together different types of stakeholders with very diverse interests. It includes different layers of governance, it discusses a very challenging topic, and organizationally it is embedded within UNESCO. In order for an organizational structure as complex as the Task Force to operate well a clear strategic approach needs to be presented that indicates how its activities can resolve identified problems. Currently, the strategic documents do not sufficiently spell out how activities are related to the projected results, and who takes responsibility, how progress is monitored, and when activities are considered successful. Finally, a baseline is lacking in order to assess the progress made in the period 2014–2016 (or to monitor future progress).

Conclusion 5: The Strategic Plan lacks operational detail, limiting the effectiveness of interventions and reducing structural donor support.

The Strategic Plan defined a broad range of activities without an explicit link to actual budgetary restraints. This 'preferred approach' lacks realism and contributes to uncertainty among (potential) donors about which elements will be funded with additional resources. The Strategic Plan does not set out priority areas for its activities; it supports advocacy, studies, and technical assistances to countries. However, no strategic selection criteria were defined to underpin these activities. This limits the potential for impact, but also limits the willingness of donors to contribute structurally to the Task Force. The lack of strategic choices in the Strategic Plan therefore increases the dependence on smaller ad hoc donations. This further reduced the strategic focus of the Task Force, as smaller donors were forced to specifically earmark their donations for certain activities so as to report on the funds spent. The result has been sub-optimal as the Secretariat ends up working to meet the needs of the various smaller donors, which nonetheless comes with additional reporting requirements with the result that the Secretariat ends up juggling with budgets and between budget lines to implement activities that may not fit perfectly with other activities.

Conclusion 6: The balance of activities in terms of importance, visibility, activation and impact in the Task Force is not optimal for positioning Task Force members as agents of change.

The annual Policy Dialogue Forum is the most visible and resource-consuming activity of the Task Force. Despite the fact that the PDF is highly valued in maintaining momentum with regard to work on teacher issues with members sharing knowledge and experience, one can question whether the PDF is the most (cost) effective way to position the members as agents of change. Other cooperation platforms, such as online collaborative workplaces or regional dialogue fora, could partly replace the annual PDF. Moreover, the PDF in its current form provides insufficient incentives to motivate focal points to continue the work of the Task Force in their own countries. The PDF bring together policy-makers, practitioners and academics at the global level, but it could provide additional incentives for focal points to continue engaging with practitioners and academics in their own countries.

Conclusion 7: There is both momentum and an urgency to bring the Task Force to maturity. There is clearly momentum to make strategic decisions on the functioning of the Task Force. In 2017, the New Strategic Plan and ToR need to be developed. In addition, the Teacher Policy Development Guide can steer the countries in a thematic way. On a more negative

note, there is an urgency to further develop the Task Force; the lack of transparency in internal procedures and external visibility make (potential) donors reluctant to structurally resource the Task Force. A mature Task Force would have the following real aspects:⁸⁶

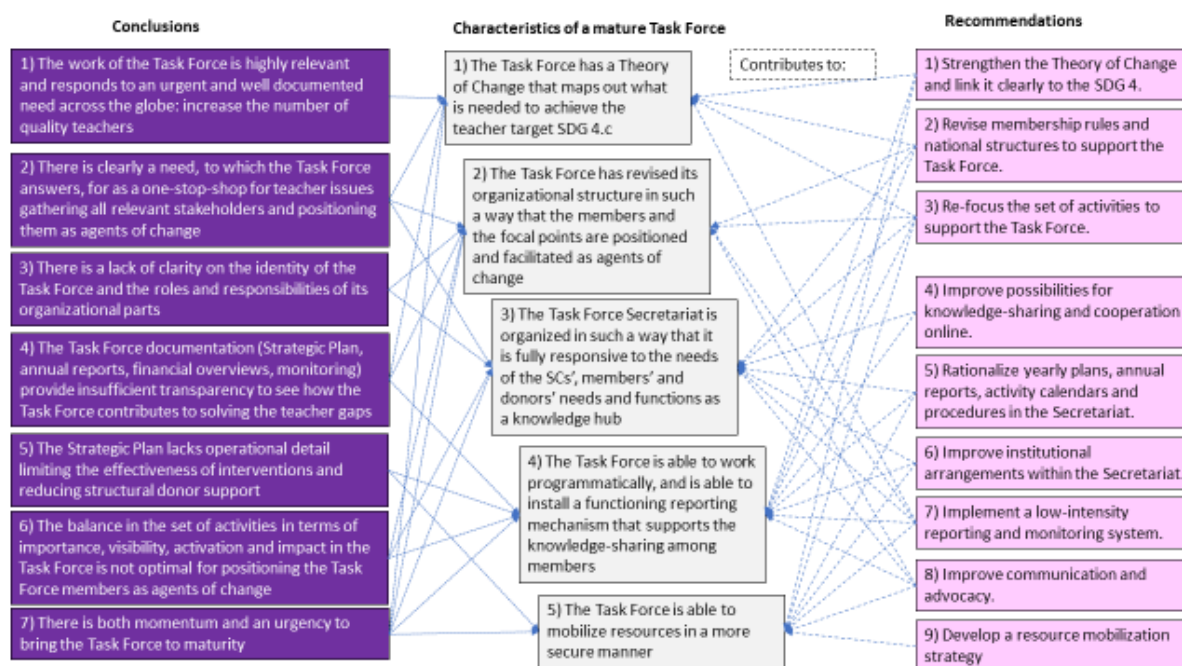
- The Task Force has a Theory of Change that maps out what is needed in order to achieve the teacher target SDG 4.c.
- The Task Force has revised its organizational structure in such a way that its members and the focal points are positioned and facilitated as agents of change.
- The Task Force Secretariat is organized in such a way that it is fully responsive to the needs of the SC, the members and donors.
- The Task Force is the global one-stop shop for teacher issues.
- The Task Force is able to work in a programmatic way, and is able to install a functioning reporting mechanism that supports knowledge-sharing among members.
- The Task Force is able to mobilize resources in a more secure manner.

5.2 Recommendations

In this section, the evaluation team discusses the practical implementation options that emerged from the conclusions and aspirations mentioned in chapter 4 so as to arrive at a vision of a mature Task Force.

The following schematic overview lists the options, relating them to future key characteristics.

FIGURE 12 OVERVIEW, CONCLUSIONS, FUTURE CHARACTERISTICS AND PRACTICAL IMPLEMENTATION OPTIONS



The recommendations require that all stakeholders take action in that the Task Force functions as a network organization in which each member should take responsibility. Obviously, many of the recommendations need to be addressed through the executive functions of the Task Force, i.e. the SC and the Secretariat. However, the Secretariat acts under the responsibility of the SC, which in turn is the responsibility of all members of the Task Force. For each specific action required to implement the recommendation, the responsible party of the Task Force is mentioned.

⁸⁶ These aspects are defined on the basis of the opinions of the interviewees, a post-analysis of the open answers to the survey, and the impressions of the evaluation team.

The recommendations are described with the following structure: 1) the current situation; 2) what needs to be improved; and 3) who could do what.

Recommendation 1: Strengthen the Theory of Change and clearly link it to SDG 4

The current Strategic Plan only takes into account the EFA goals. The SDG provides a very concrete point on the horizon towards which the Task Force could work until 2030. This should provide the basis for a new Theory of Change.

The following steps need to be taken to derive a Theory of Change related to SDG 4.c:

- Decide on what specific elements/targets included in the SDG4.c will be the focus of the Task Force: What will the Task Force aspire to achieve by 2030?
- Decide on the strategic choices to be taken by the Task Force: On what kind of activities will the Task Force focus? What are the topics and themes the Task Force will need to work on to contribute towards reaching SDG 4.c?
- Identify the intermediate objectives between 2018 and 2030. Which topics, themes will have to be addressed first?
- Decide on the roles and responsibilities of the different organizational parts of the Task Force (members, focal points, SC, Secretariat).

Action point:	Actor:
1: Initiate a thorough discussion within the SC on what the Task Force would like to contribute to achieve SDG 4; develop different scenarios for the Task Force approach in advance.	Under the responsibility of the SC , the Secretariat should initiate this discussion by formulating a discussion document.

Recommendation 2: Revise membership rules and national structures to support the Task Force

The Task Force is based on voluntary membership. However, as a network organization depends on the active participation of all its members, the membership rules should more clearly emphasize the key role members play in making the Task Force a success and meeting the SDG 4 objectives.

There are a number of issues that can be reviewed regarding membership arrangements:

- **Review the profile of the focal point.** There is a variety of types who are currently serving as focal points. Some are very active, others less so. Additionally, there are differences in the extent at which the focal points have leverage in their country, and hence whether they are indeed agents of change.
- **Organize a broader stakeholder group in the country.** Changing teacher policies requires the involvement of the main stakeholder groups: Ministries, teachers (unions); teacher education institutions; school leaders; and academics. This group could function as a sounding board for the focal person and a structure for disseminating outcomes of the Task Force's activities with a greater reach to the different stakeholders.
- **Consider introducing membership fees.** Although the evaluation finds no evidence at the present time that this would solve an immediate problem, membership fees could support greater engagement, ownership, commitment and increased activity levels among members in the future. This option was mentioned by several respondents. In order not to exclude less-potent countries, discounts (up to 100 per cent) could be provided, or donors could consider disbursing the obligation upon request. Membership fees can only be introduced when the benefits of becoming a member are clear.

Action point:	Actor:

2: Further develop the ToR for the new Strategic Plan and take into account the above mentioned considerations.	Under the responsibility of the SC , an ad hoc group , with support from the Secretariat , should develop the ToR.
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Recommendation 3: Re-focus the set of activities that support the Task Force to take action Respondents indicated – both in the interviews and the survey – that more strategic choices must be made with regard to the activities of the Task Force. For members and even SC members, the actions of the Task Force (or better still, the Secretariat) appear ad hoc and not well-structured vis-à-vis the broader, overarching objectives. This concerns for instance the involvement in studies and providing country-specific support (why one country over another?). A heavily debated topic is the Policy Dialogue Forum. Although there is a general sentiment that the PDF are highly appreciated in that they bring together the entire community, in general the impact on national policies is low.

To organize the activities more strategically, a number of options could be presented:

- **Limit the occurrence of Policy Dialogue Fora to once every two years** and put in place a follow-up mechanism whereby the extent at which members put into practice the messages emerging from the PDF in the coming two years are reported. The progress could be presented at the subsequent PDF.
- **Establish online collaborative platforms** to work together on specific topics on an ongoing basis.
- **Allow more room for regional initiatives** and meetings to facilitate the regional needs of Task Force members for exchange and policy-learning.
- **Ensure that all activities receive the required follow-up** in terms of implementation within the national context, i.e. monitoring, and gathering feedback and lessons learned.
- **Implement a more thematic focus when working on teacher issues.** In line with the future Theory of Change, the most pressing topics should be clarified. The Teacher Policy Development Guide could play a key role in focusing the work of the Task Force. The thematic focus could return in the PDF, such as the studies conducted, the good practices identified, and other activities (such as webinars, newsletters, meetings organized, etc.).
- **Consider a shift in focus to practical implementation.** The work of the Task Force includes advocacy, knowledge-sharing and country support. These main lines of action remain valid for the coming period. In addition to these three lines of action, a new orientation could be included which focuses more on the practical implementation of teacher policies and programmes, involving teacher education institutes and practitioners to a greater extent.

In addition, the Task Force's activities should involve the teachers themselves to a greater degree. This could take place through the broadened stakeholder groups in the countries (as mentioned in Recommendation 2).

Action points:	Actor:
3: Develop the new Strategic Plan and take into consideration the above mentioned issues.	Under the responsibility of the SC , an ad hoc group , with support of the Secretariat , should develop the Strategic Plan.
4: Engage more actively in Task Force activities and collaborative work in between Policy Dialogue Fora.	All members of the Task Force , through the focal points , should engage more actively.
5: Stimulate the regional operational dimension in the new Strategic Plan.	Members of the SC , together with international NGOs and regional

	organizations can coordinate regional work.
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Recommendation 4: Rationalize yearly plans, annual reports, activity calendars and procedures in the Secretariat

As indicated in section 3.2 on 'efficiency of programme implementation', the work of the Secretariat often appears to be ad hoc and subject to delays. This hampers the function of the Secretariat to support the SC effectively in its task (i.e. steering the Task Force). Additionally, this impacts the reputation of the Task Force and the willingness of (new) donors to provide funding. The activities included in the annual work plan must therefore be clearly communicated to the SC, as well as show the committed funding under each activity and which activities still need to be resourced.

In order to improve the formal deliverables of the Secretariat, a more structured approach could be taken by means of a yearly calendar, which could include the following:

- Date for offering donor contributions for next year's work plan.
- Date to deliver the annual work plan to the SC.
- Date to deliver the annual report to the SC.
- Date for delivering the annual financial overviews (funding committed, provided or open).
- Date for agreeing on the PDF (venue, dates).
- Date for agreeing on theme/topic.
- Date for providing the documentation in preparation of the PDF (i.e. x weeks before the PDF).

In addition, efforts need to be taken to improve the timely and quality reporting to donors.

Action point:	Actor:
6: Improve the reporting cycles in line with the above mentioned points.	The Secretariat should improve its reporting cycles.

Recommendation 5: Improve institutional arrangements within the Secretariat

Despite general appreciation of the work of the Secretariat, there is a broader impression that the Secretariat is not able to meet its obligations to the extent required for a well-functioning Task Force. Examples concern the problems with the formal information flow to the SC (work plans and annual reports delivered on time), accountability reports to donors (insufficient quality and delays), and delays in studies and evaluations.

In order to achieve maturity, the institutional arrangements within the Secretariat need to improve. Achieving maturity relates to the following areas:

- **Human resources.** The Secretariat should be able to hire and maintain more specialists in teacher policies. Specialist knowledge is needed to better support the members, communicate on a more equal footing with donors and organizations active in teacher policies and governments, and conduct comparative analysis on the developments, challenges and solutions found.
- **Procedures.** The Secretariat should rationalize its processes and procedures so that the stakeholders (members, SCs, donors, organizations) are provided with the right (quality) information at the right time.
- **Organizational arrangements.** By better defining roles and responsibilities within the Secretariat, the workflow could be better managed, reducing delays and inefficiencies.
- **Financial resources.** The Secretariat should have sufficient financial resources to conduct this supporting function.

Concerning the position of the Secretariat within UNESCO, the integration in the UNESCO Section for Teacher Development has advantages, such as synergies in advocacy and programme implementation. However, it also has its disadvantages related to transparency in the organizational structures, such as staff time allocated to Task Force or UNESCO activities, staffing (contractual) issues, and administrative procedures linked to UNESCO. For a Task Force to become mature, the relationship between the Task Force and UNESCO needs to be further clarified, especially concerning the distribution of work on Task Force activities and UNESCO activities. This would ensure that the Task Force is seen as a separate entity and not synonymous with UNESCO. It would also improve accountability. It would also help if the work plan of the UNESCO Section for Teacher Development could be shared with the SC.

Action points:	Actor:
7: The Secretariat should be further strengthened in terms of the staffing situation.	As the staffing situation is dependent on the financial resources provided by donors and UNESCO as host organization, these partners in the Task Force need to take responsibility to strengthen the staffing situation within the Secretariat.
8: The Secretariat should improve its formal reporting processes towards the SC, the members and donors.	The Secretariat should take action to improve reporting processes.
9: Further clarify the relationships between the Secretariat and the UNESCO Section for Teacher Development to increase transparency.	UNESCO and the Secretariat should further clarify their relationship

Recommendation 6: Improve possibilities for knowledge-sharing and cooperation online

A key facilitating function of the Secretariat is to allow members of the Task Force to cooperate and share knowledge. This currently happens during the PDF, but there is currently limited evidence that this also sufficiently happens in between the Policy Dialogue Fora.

An option would be to develop a collaborative platform for Task Force members where they can find all the sought-after materials, studies, good practices, contacts of experts and peers, and so on, and where they can work together on specific topics and raise questions (in a discussion forum). One of the conditions for success in online fora is that participants have already met in person. This is necessary to ensure a sense of commitment between those involved. With the PDFs, this has been effectively established. The online tool based on the Teacher Policy Development Guide, which is currently being developed, could provide a first step towards establishing this online collaborative platform. The platform needs to be properly managed, maintained and animated. For a functioning online platform, a look at the UNESCO UNEVOC TVeT Forum could provide inspiration.⁸⁷ A person within the Secretariat should be dedicated to facilitating online cooperation.

Action points:	Actor:
10: The Secretariat should enforce the possibilities for knowledge-sharing and cooperation on an online platform. This requires management by a dedicated person within the Secretariat.	Under the responsibility of the SC , the Secretariat should strengthen knowledge-sharing possibilities.
11: Engage in online collaborative working and knowledge-sharing.	All members of the Task Force , through the focal points , should engage in online working and sharing.

⁸⁷ UNESCO UNEVOC TVeT Forum: <http://www.unevoc.unesco.org/go.php?q=e-Forum+-+Message+Board>

Recommendation 7: Implement a low-intensity reporting and monitoring system

Currently, there is no reporting mechanism in place that could provide the knowledge base for peer learning, the identification of interesting practices, and evidence of the impact of the Task Force at the country level. Knowledge-sharing and evidence-gathering of developments tend to take place in an ad hoc manner through bilateral contacts and the PDF.

The Task Force should function as a knowledge hub for all those involved. It should be considered as the one-stop shop to learn about the situation nationally and any progress made at the country level, i.e. what are best ways to develop and implement teacher policies and what opportunities exist to support developments? For this reason, it is essential to have a clear overview of the status at country level as well as any changes made as a result of the efforts of the Task Force. This requires a reporting and monitoring system, which would improve the knowledge base and facilitate a higher level of commitment and engagement by the members. It can also improve the 'broker' function of the Secretariat, i.e. bringing together peers, countries and organizations, and demand and supply. It would also provide the baseline to identify progress at the country level.

Nevertheless, this **reporting system** should not introduce yet another layer of reporting. Instead it should make use of the existing structures or those that need to be put in place to monitor the SDG goals. It should report on:

- The national policies currently in place
- The policies under development:
 - Topics covered
 - Objectives
 - Time path
- The policies being implemented
 - Topics covered
 - Objectives
 - Time path
- Interesting/good practices

This information will allow other country members, organizations and the Secretariat to identify patterns in countries' efforts to improve their teacher policies, and it could facilitate peer learning.

The monitoring system should allow the Task Force to better follow up on the topics it addresses, for instance, during the Policy Dialogue Fora (declarations). Monitoring could take place annually and be aligned with the work plan/annual report. It should also allow the Secretariat to note the work carried out on advocacy, knowledge-sharing and technical assistance.

Action points:	Actor:
12: Design and implement a low-intensity reporting and monitoring mechanism possibly linked to other reporting mechanisms (such as the SDG reporting).	Under the responsibility of the SC , the Secretariat , with input from UNESCO , has to work on a tailored and aligned reporting and monitoring system.
13: Members should commit themselves to providing information on the issues included in the reporting and monitoring systems.	All members of the Task Force , through the focal points , should engage in reporting and monitoring.

Recommendation 8: Improve communication and advocacy

Although advocacy actions contributed to the inclusion of a teacher target in the SDG, there are concerns that advocacy is insufficiently able to play a convincing role at the national level. The finding is that there is an absence of a structurally well-functioning Task Force, with many activities appearing to be implemented on an ad hoc basis. In addition, the website (an indication of the state of the overall communication strategy) is not up to date and cannot support advocacy actions (it does not instil trust and does not activate visitors).

Communicating its messages and advocating for improved teacher policies is strengthened when Task Force actions are based on a more advanced and targeted Theory of Change, and on a better mechanism for change (revised membership), on better organizational structures within the Secretariat, and better knowledge-sharing and cooperation. The communication and advocacy efforts should be based on a communication strategy that is aligned with work plans and annual reports. The website should undergo considerable improvement so as to support communication and advocacy. The communication should be in English, French and other languages, as relevant. The Secretariat should designate a communications expert in the team. Moreover, communication and advocacy is not solely a task of the Secretariat (and the Head of the Secretariat) and SC Co-Chairs, but should be practised by the entire Task Force.

Action point:	Actor:
14: Develop a communication strategy and activate the SC (Co-Chairs) and members of the Task Force to actively communicate the results of the Task Force.	Under the responsibility of the SC , the Secretariat should develop this communication strategy. The SC , Co-Chairs and members of the Task Force should communicate results.

Recommendation 9: Develop a resource mobilization strategy

The Task Force relies for a large part on the funding of two main donors. In addition, there are ad hoc contributions by a number of other donors. For sustainability reasons, it would be beneficial to have more donors provide resources in a more systematic way. This requires that the Task Force is better organized, transparent in its operations and available resources, and delivers according to plan (see previous recommendations).

In order to support resource mobilization, a plan could be developed that explains how donors could contribute towards the Task Force, what they can expect in return, and how the Task Force will take into account donor rules and regulations.

Action point:	Actor:
15: Develop a resource mobilization strategy.	Under the responsibility of the SC , the Secretariat should develop this resource mobilization strategy.

Annex 1: Sources

Interviewees

Organization/ Country	Name	Position
Australia	Mr Peter Lind	Teachers Registration Board of South Australia
Benin	Mr Maoudi Comlanvi Johnson	Focal point for Benin
Burkina Faso	Ms Bénéwendé Bonaventure Segueda	Focal point for Burkina Faso
Cameroon	Ms Therese Tchombe	University of Buea
Canada	Mr Martial Dembélé	Professeur agrégé/Associate Professor Université de Montréal
The International Commission on Financing Global Education	Ms Teopista Birungi Mayanja	Commissioner
Democratic Republic of the Congo	Mr Manda Kizabi	Focal point for DR Congo
Department for International Development (DFID)	Ms Sally Gear	Head of Profession, Education, Department for International Development
Education International	Mr Dennis Sinyolo	Senior Coordinator, Education and Employment
EduCetera	Mr Cherif Balde	IT Project Manager, EduCetra
European Commission	Ms Katja Steurer	DEVCO B4 – Education, Health, Research, Culture
France	Ms Raphaëlle Brody	Focal point for France Ministère des Affaires étrangères et du Développement international Sous-direction du Développement humain, Education-Formation-Insertion
Germany	Mr Erfan Diebel	Education Adviser, GIZ
Global Partnership for Education (GPE) Secretariat	Mr Jean-Marc Bernard	Deputy Chief Technical Officer
ILO	Mr Oliver Liang	Sectoral specialist: education, culture, media, graphics. Sectoral Policies Department

Jamaica	Ms Pauline Winsome Gordon	Chief Executive Officer Jamaica Teaching Council
Liberia	Mr Advertus Wright	Focal point for Liberia Asst. Minister/Teacher Education
Madagascar	Mr Lalaharontsoa Rakotojaona	Directeur Général de l'Enseignement Secondaire et de la Formation de Masse Ministère de l'Education Nationale
Morocco	Mr Younes Benakki	Directeur du budget, patrimoine et des affaires générales Ministry of National Education
Namibia	Ms Charmaine Villet	Head of Department Curriculum, Instruction and Assessment Studies at University of Namibia
Namibia	Ms Adelheid Awases	Director of Planning and Development Ministry of Education
Norway	Mr Dankert Vedeler	Involved in SDG monitoring
Norway	Ms Gerd Hanne Fosen	NORAD
Norway	Ms Bente Nilson	Senior Advisor, Education Section, Department for Global Health, Education and Research Norwegian Agency for Development Cooperation (NORAD)
Republic of Korea	Mr Utak Chung	Director, UNESCO Asia-Pacific Centre of Education for International Understanding
Russian Federation	Mr Alexey Semenov	Rector, Moscow State Pedagogical University
Save the Children	Mr James Lawrie	Senior Education Adviser
SDG Steering Committee	Mr Kazuhiro (Kaz) Yoshida	Center for the Study of International Cooperation in Education (CIDE) Hiroshima University
South Africa	Mr Tinti Enoch Rabotapi	Acting Chief Director Education Human Resource Development
Southeast Asian Ministers of Education Organization (SEAMEO) Secretariat	Ms Ethel Agnes P. Valenzuela	Deputy Director for Programme and Development Member of the SC representing a regional organization (SEAMEO)

UK	Ms Freda Wolfenden	Faculty of Wellbeing, Education and Language Studies The Open University
UNESCO	Mr Edem Adubra	Head of Secretariat of the Task Force
UNESCO	Mr Jordan Naidoo	Director, Division for Education 2030 Support and Coordination
UNHCR	Ms Laetitia Lemaistre	Education Specialist at United Nations High Commissioner for Refugees
World Bank	Mr Luis Benveniste	Practice Manager, Global Engagement and Knowledge, Education Global Practice

Literature

In addition to the documentation of the internal Task Force and UNESCO, the following sources were used in the evaluation:

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- UNESCO UIS. 2016. UIS Fact Sheet. The World Needs Almost 69 Million New Teachers to Reach the 2030 Education Goals. October 2016, No. 39.
- World Education Forum. 2015. *Incheon Declaration, Education 2030: Towards inclusive and equitable quality education and lifelong learning for all*, paragraph 9. ED-2015/WS/18. <http://unesdoc.unesco.org/images/0023/002338/233813M.pdf>
- World Education Forum. 2015. *Regional Conferences on Education Post 2015: Outcome Statements*. ED/WEF2015/REF/3. <http://unesdoc.unesco.org/images/0023/002330/233014E.pdf>

Internet sources

- Teacher Task Force website: <http://www.teachersforefa.unesco.org/v2/index.php/en/>
- Sustainable Development Knowledge Platform: <https://sustainabledevelopment.un.org>
- Progress towards teacher target (UIS) <http://tellmaps.com/uis/teachers/>
- UNESCO UNEVOC TVeT Forum: <http://www.unevoc.unesco.org/go.php?q=e-Forum+-+Message+Board>

Annex 2: Data collection formats

Interview checklist SC members

Introduction

Please describe your involvement in the Teacher Task Force:

- What is your role; since when are you/is your organization involved; have there been changes in the way you/your organization is involved?
- What is the reason for you/your organizations' involvement?
- What are the comparative advantages of the different Task Force members?

Relevance

Please reflect on the relevance of the Task Force objectives: 'To enhance the performance and progress of education systems in their efforts to tackle the critical shortage of qualified teachers in order to attain the internationally agreed EFA goals.'

- What is your expectation of how the Task Force contributes to reducing the teacher gaps (policy, capacity and finance)?
- To what extent are the objectives of the Task Force aligned with, or complementary to, initiatives of your organization/other organization?
- What is the added value of the Task Force for you/your organization?
- What specific roles can and should the Task Force play in the implementation of the Education 2030 Agenda?

Efficiency of programme implementation

Please reflect on the way the Task Force is organized: does the way it is organized lead to the most efficient implementation of activities and through this to results (related to the objectives)?

- To what extent are the institutional arrangements, concerning the SC and the involvement of donors and countries, beneficial to making a change? What are the factors for success and what factors are hampering success?
- To what extent is the coordinating mechanisms (SC, focal points) sufficient to activate members to work on the teacher gaps?
- To what extent are the principles and rules defining membership, and the functioning and role of the Secretariat, the Steering Committee and the Co-Chairs adequate? Is it clear what is expected from members, SC members, donors, chairs, the Secretariat, etc.?
- To what extent have the resources (human, material, financial, time) allocated for management and the coordination of the Task Force, and for the implementation of activities, been adequate and used in an efficient manner?
- Are there any challenges related to the different financial modalities (special accounts, Funds-in-Trust)?
- To what extent have the operational modalities for the interventions of the initiative (studies, conferences, support to Member States) been provided with adequate resources? Is there a right balance of allocation of resources to activities?
- To what extent have the activities of the Task Force been executed in a timely and cost-efficient manner? What are the reasons either way?

Effectiveness and results

Please reflect on the outputs of the Task Force and the (tangible/ intangible) results achieved.

- To what extent have the activities of the Task Force contributed towards significantly drawing greater attention to teacher issues at the international level, and facilitated the inclusion of teacher issues among the highest national priorities?
- What activities were most beneficial to draw greater attention to teacher issues at international and national levels?
- To what extent have the activities of the Task Force facilitated the mobilization of resources in favour of teacher issues among education partners and other donors?
- To what extent have the channels used in the areas of information dissemination, advocacy and communication helped to meet the expected results?
- To what extent has the Strategic Plan 2014–2016 supported or complemented other initiatives to reinforce capacities at the national level for teacher development?
- How has the Task Force benefited from the comparative advantages of its members and partners? Give concrete examples?
- What do you consider the most important achievements of the Task Force at national, regional and global levels? Please provide evidenced examples.
- To what extent do you consider the monitoring and evaluation mechanisms in place supportive of the implementation of Task Force initiatives?

Sustainability

Please reflect on the sustainability of the Task Force: is the model in place assured of support in the future? Are there indications of developments that might jeopardize sustainability?

- What future resources are committed to sustain the Task Force's gains?
- What efforts have been taken to ensure predictable and timely resources?
- How is continuity assured (institutionally, financially)?
- To what extent is the institutional commitment of the various education partners to participate in the Task Force and its funding guaranteed for the future? How do education partners plan to be involved in the near future?
- How are the experiences and key lessons learned from the first and second phase of the Task Force likely to inform decision-making so as to improve future actions? What mechanism is in place to learn from previous phases?

Strengths, weaknesses, opportunities and threats

What are the strengths, weaknesses, opportunities and threats of the Task Force in light of the 2030 Agenda?

Strengths:	Weaknesses:
Opportunities:	Threats:

Survey questionnaire

Evaluation International Task Force on Teachers

Introduction



INTERNATIONAL TASK FORCE ON TEACHERS FOR EDUCATION 2030
A global alliance for EFA partners working together to address the 'teacher gap'

Thank you very much for participating in this survey. Your input is very important to UNESCO to help improve the International Task Force for Teachers in the future.

The objective of the evaluation is to assess the past activities and results of the International Task Force for Teachers so as to determine to what extent the Task Force contributed to progress towards the objectives for which it was established. The evaluation should also develop recommendations to improve international cooperation, and to address the issues of teacher shortage and the quality of teaching to enhance learning in view of achieving the SDGs, particularly SDG 4 on education and related targets.

Contracted by UNESCO, this survey is carried out by Ockham-IPS and is in full compliance with data protection and privacy standards. Participation in the survey is anonymous. All results will be analysed on a group basis and no individual results will be revealed to UNESCO.

First of all, please select your preferred language option (EN/FR) by clicking on the field '[Please select another language](#)' / « [Veillez sélectionner une autre langue](#) » at the [top of this page](#)

The survey should take no more than 10 minutes to complete.

Click on the button 'Next' to go to the first question. After answering this question, the next question will be shown automatically. If you have completed a question incorrectly you can return to it by clicking on the button 'Back'. Please do not use the standard navigation buttons in your browser.

If you would like to take a break in completing the questionnaire you may simply close the program. The next time you log on, you will automatically start with the last question answered.

The deadline for completion of the survey is January 31. The results of the survey will be included in the final evaluation report.

Thank you again for your participation!

Nous vous remercions d'avoir bien voulu participer à notre sondage. Vos réponses sont très importantes pour que l'UNESCO puisse améliorer l'Équipe spéciale internationale sur les enseignants à l'avenir.

L'objectif de l'évaluation est d'apprécier les activités passées et les résultats de l'Équipe spéciale internationale sur les enseignants, afin de déterminer dans quelle mesure l'Équipe spéciale internationale a contribué à la progression vers les objectifs pour lesquels elle a été créée. Cette évaluation devrait également permettre de développer des recommandations visant à améliorer la coopération internationale pour gérer les problèmes posés par la pénurie d'enseignants et la qualité de l'enseignement pour améliorer l'apprentissage, dans le but d'atteindre les Objectifs de développement durables (ODD), et plus particulièrement l'ODD 4 sur l'éducation et les objectifs connexes.

Ce sondage est réalisé par Ockham-IPS, à la demande de l'UNESCO. Il est parfaitement conforme aux normes de protection des données et de confidentialité. La participation à ce sondage est anonyme. Tous les résultats seront analysés par groupe et aucun résultat individuel ne sera divulgué à l'UNESCO.

Pour commencer, veuillez sélectionner la langue désirée (EN/FR) en cliquant sur le champ « [Veillez sélectionner une autre langue](#) » / '[Please select another language](#)' en [haut de cette page](#)

Il vous faudra environ 10 minutes pour compléter ce sondage.

Cliquez sur le bouton « Suivant » pour passer à la première question. Quand vous aurez répondu à cette question, la question suivante s'affichera automatiquement.

Si vous n'avez pas répondu correctement à une question, vous pouvez y retourner en cliquant sur le bouton « Retour ». N'utilisez pas les boutons de navigation standard de votre navigateur.

Si vous souhaitez faire une pause dans ce questionnaire, vous pouvez tout simplement fermer le programme. La prochaine fois que vous vous connecterez, vous redémarrerez directement avec la dernière question à laquelle vous avez répondu.

La date limite pour terminer le sondage est le 31 janvier. Les résultats de ce sondage seront inclus dans le rapport d'évaluation final.

Nous vous remercions pour votre participation!

Your background

1) What is your affiliation with the Task Force?*

Please tick the box(es) that best describe(s) your affiliation

- Representing a Task Force member
- National Focal Person
- Steering Committee member
- Consultant
- Participant in Policy Dialogue Forum
- Other – namely:

2) Who do you represent?*

- A Country
- An International Organization / NGO
- Other – Namely:

3) Please select the country you represent from the dropdown menu below:*

Please select your country from the dropdown menu

4) Please indicate the organization you represent:*

5) What type of activities have you been involved in within the context of the International Task Force for Teachers?*

Please tick the box(es) - multiple allowed

- Being involved in global initiatives (Global EFA meetings, UNSG First Initiative, GPE)
- Networking with Global Campaign for Action, EI, and others
- Promoting and disseminating beyond the Teacher Task Force
- Disseminating/exchanging information within the Teacher Task Force (PDF, sectoral meetings)
- Reviewing and undertaking research
- Identifying country demand for technical assistance
- Capacity development at country level

- Coordinating regional initiatives and expertise
- Managing the Task Force (Steering Committee/Chairperson)
- Other – namely:

Please provide an example for each selected activity in the box below:

Your role in the Task Force

6) To what extent has the Teacher Task Force encouraged you to do your part in reducing the critical shortage of qualified teachers?*

- To a great extent
- Somewhat
- Very little
- Not at all
- Do not know

Please illustrate your answer with a concrete example:

7) What do you see as your responsibility towards reducing the shortage of qualified teachers?

Teacher Task Force in action

8) Please place in order the following aspects by how active you were in each Teacher Task Force activity in your country/organization.

Please motivate your choice in the comment box below:

Please rank the items from high (most active=1) to low (least active=6)

- Bringing key people together
- Awareness-raising
- Mobilizing funds for teacher policies
- Making available knowledge, experiences and good practices
- Encouraging knowledge-sharing among stakeholders
- Technical assistance/capacity development

Use this space to motivate your answer:

9) Please choose one of the activities in the previous question and give one concrete example of how this Teacher Task Force activity impacted teacher policies in your country/organization.

Please provide information on the country (or organization), the year, what has changed and who was involved.

You can provide more documentation by email: s.broek@ockham-ips.nl

10) In your opinion, which of the following Teacher Task Force activities would provide the most added value in your country/organization towards tackling the shortage of qualified teachers?*

Please tick a maximum of 2 activities

- Bringing key people together

- Awareness-raising
- Mobilizing funds for teacher policies
- Making available knowledge, experiences and good practices
- Encouraging knowledge-sharing among stakeholders
- Technical assistance/capacity development
- Other – namely:

Contribution of the Teacher Task Force to the development of teacher policies

11) The evaluation looks for evidence of how activities conducted by the Task Force and its members have contributed towards its objectives.

To what extent did the Task Force contribute to the following objectives in your country/organization?*

	To a very large extent	To a large extent	To a moderate extent	To some extent	Not at all	Do not know
Synergy in the delivery of teacher related programmes undertaken by other education partners						
Awareness among stakeholders of the vital role of teachers in the achievement of global education objectives						
Level of political priority assigned to teacher issues						
Mobilization of funds allocated towards teacher issues						
Availability of information on practices, research findings, data on teacher issues in your policy context						
Application of knowledge on teacher issues in decision-making in your policy context						
Opportunities for policy-makers/researchers, practitioners to exchange knowledge						
Development and/or implementation of teacher policies in national education programmes in your national policy context						
Collaboration of regional/sub-regional entities in designing, implementing and monitoring common frameworks of teacher policy/practice						

Lessons learned

12) What has been the most substantial success of the International Task Force for Teachers in the area of teacher policy development in your country/organization?

13) What has been the most important weakness of the International Task Force for Teachers in the area of teacher policy development in your country/organization?

14) What recommendation would you give to improve the Task Force in terms of:

Communication:

Activities:

Organization/Coordination of the Task Force:

Overall Objectives:

Thank You!

Thank you for taking our survey. Your response is very important to us.

Annex 3: Summary of tables listing strengths, weaknesses, opportunities and threats (chapter 3)

Strengths:

Relevance:

- The Task Force is highly relevant given the size, the complexity and the urgency of the problems it needs to solve (reducing the shortage of teachers and raising the quality of teaching).
- Highly relevant network with a wide participation of relevant partners, countries and organizations.
- The network brings together diversity in terms of the background and expertise of its members, allowing for cross-cultural, cross-national and cross-continental multidisciplinary exchanges of knowledge and experience.

Efficiency:

- Convening power of the Task Force/UNESCO.
- Committed Secretariat and SC.

Effectiveness:

- Stronger global awareness.
- Contribution to an improvement of policies.
- Encouraging exchange of experiences.

Sustainability:

- Inclusion of teacher shortage in SDG ensures that teacher issues will remain on the global agenda.
- Two structural donors provided stable financial support to sustain activities throughout 2014–2016.

Weaknesses:

Relevance:

- Not connected closely enough to actual education delivery, teachers and teacher organizations.
- The Task Force is sometimes seen as the same as the Secretariat, or the same as UNESCO. For that reason members may not feel equally responsible for collective progress.

Efficiency:

- Mechanism to activate members and focal points.
- Functioning of the Secretariat.
- Secretariat doing too much (and focusing on practical instead of strategic issues to support the SC and the members to initiate change).
- Delays in delivery of reports, products and processes.
- Staff renewal within the Secretariat.
- Unclear relationship of staff overlap with UNESCO.
- Lack of clarity about the financial situation.

Effectiveness:

- No systematic data on the results at the national level; indications of limited follow-up after PDF.
- Limited involvement of broader group of stakeholders at the national level.
- No strategic guidance for ongoing work.
- Framework for monitoring and evaluation does not fit activities and provides insufficient basis for evaluation.

Sustainability:

- Small-scale ad hoc donors.

- Lack of timely and transparent plans and activities.
- No plan for attracting new resources, neither to sustain the Task Force in the coming years nor for addressing teacher issues globally.

Opportunities:

Relevance:

- Broad connections to increase Task Force impact. The network of contacts and links offers plenty of opportunities for members to connect to relevant counterparts, either donors, experts or peers.
- Many of the member organizations implement complementary activities; by its scope and size the Task Force adds a lot of value to the activities of its members and vice versa in some cases.

Efficiency:

- Improved mechanism to activate members; Secretariat could focus more on its function as a facilitator rather than in the practical implementation of the Task Force programme.

Effectiveness:

- Make better use of focal points to improve the coordination of ongoing initiatives, create links to national policies and involve key decision-makers.
- Ongoing work on the policy development guide can provide a concrete framework of action for the Task Force and would permit a more strategic use of research.

Sustainability:

- Widespread network of organizations and countries that bring together the stakeholders needed to sustainably address teacher issues.
- Expertise that may be transferred into fundraising services.

Threats:

Relevance:

- The Task Force priorities, including advocacy, knowledge creation/sharing and country support, may no longer be in line with the needs of the members who seem to need knowledge creation/sharing and technical support, as well as actual implementation of changes in education. The needs seem to shift from awareness-raising and getting issues onto the agenda to actual changes and impact.

Efficiency:

- Lack of strategic vision and clarity about procedures and processes, as well as delays in reporting can affect resource mobilization.

Effectiveness:

- Lack of systematic annual planning, intervention logics and indicators linked to activities that prevent focused intervention and risks eroding donor trust.

Sustainability:

- Task Force fully dependent on continued goodwill of donors.
- Limited communication and lack of strategy may reduce willingness of existing donors to support the Task Force in the future.