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Evaluation Office

# Evaluation of UNESCO's work on Teacher Development

## Final Report

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**Commissioning office:**

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**Authors:**

Mr. Simon Broek, Ockham IPS, team leader

Mr. Gert-Jan Lindeboom, Ockham IPS, senior evaluation consultant

Mr. Aitor Perez, Ockham IPS, senior evaluation consultant

Ms. Freda Wolfenden, Ockham IPS, teacher policy expert

Ms. Martina Rathner, Principal Evaluation Specialist, IOS Evaluation Office

Ms. Taipei Dlamini, Evaluation Specialist, IOS Evaluation Office

Mr. Maxwell Tawanda Mutukwa, Evaluation Consultant, IOS Evaluation Office

**Evaluation Reference Group members:**

Ms. Carolina Belalcazar Canal, Education Chief of Unit, UNESCO Regional Office for Education in Latin America and the Caribbean (Santiago Office)

Ms. Jaya Conhye-Soobrayen, Programme Specialist, Unit for Relations with African Member States and Partnerships, Africa Department, Priority Africa and External Relations Sector (PAX)

Ms. Rokhaya Diawara, Programme Specialist, Section of Education Policy, Education Sector (ED)

Mr. Bruno Tayim Dzounesse, National Professional Officer, International Bureau for Education (IBE)

Mr. Temechegn Engida, Senior Project Officer, International Institute for Capacity-Building in Africa (IICBA)

Ms. Nathalie Hong, Education Programme Specialist, UNESCO Regional Office for Education in Asia and the Pacific (Bangkok Office)

Mr. Njora Hungji, Senior Project Officer, IICBA

Mr. Guillaume Husson, Senior Programme Specialist, UNESCO Multisectoral Regional Office for West Africa (Sahel) (Dakar Office)

Ms. Mariana Kitsiona, Programme Specialist, Unit for Strategic Planning, Monitoring, Institute and Field Coordination, Executive Office, ED

Mr. Oliver Labe, Assistant Programme Specialist, UNESCO Institute for Statistics (UIS)

Ms. Elspeth McOmish, Programme Specialist, Section on Gender Equality and Inclusion, ED

Ms. Jun Morohashi, Chief of Section, Section for Education for Sustainable Development, ED

Mr. Enrique Pinilla Martin, Programme Specialist and Capacity for Education Development (CapED programme) Coordinator, Executive Office, ED

Ms. Aylin Taftali, Programme Specialist, Section for Strategic Partnerships and Donor Relations, Bureau for Strategic Planning (BSP)

Ms. Barbara Tournier, Programme Specialist, International Institute for Educational Planning (IIEP)

Mr. Carlos Vargás Tamez, Chief of Section, Section for Teacher Development, ED

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# Abstract & Acknowledgements

## Abstract

Teachers are recognized as the single most critical factor influencing educational quality. Nonetheless, a quantitative and qualitative teacher gap remains a global challenge and most acute in parts of the world where increased educational quality for all is most needed. To address the shortage of qualified teachers, UNESCO, as the custodian agency for SDG 4, has been advocating for decades for more comprehensive teacher policies that cover all issues relating to the teaching profession, such as teacher education and training, recruitment, competences, status, working conditions, as well as issues related to health and teacher career and salaries. UNESCO has also been leading and coordinating the global teacher development agenda as well as supporting Member States through advocacy, normative guidance, policy and capacity development work, and the development and dissemination of research papers, knowledge products and good practices to promote a humanistic and rights-based perspective on teacher development. While the evaluation largely confirms UNESCO's success in performing its global leadership and coordination role, and recognizes UNESCO's contributions to significant developments at global, regional, and national levels, it also identified aspects that could help further strengthen UNESCO's work on teachers. Highlighting UNESCO's added value in this specific area is crucial as teacher development has become a crowded space where other and new development partners are becoming increasingly active. The evaluation is calling for ever more coordination and cooperation while capitalizing on UNESCO's comparative strengths: its convening power, its role as a norm-setter and as the lead for monitoring the progress towards SDG. The evaluation further suggests strengthening the promotion and mainstreaming of gender equality and inclusion across all dimensions of UNESCO's teacher development work.

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The IOS Evaluation Office was responsible for the management and the overall quality assurance of the evaluation process and deliverables. Ms. Claudia Ibarguen, Head of the IOS Evaluation Office, further assessed the quality of the final report against the UNESCO Evaluation Quality Checklist.

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**Bernardin Assiene**

Director,

Division of Internal Oversight Services

# Abbreviations and Acronyms

<b>ADEA</b>	Association for the Development of Education in Africa	<b>IGE</b>	Section of Education for Inclusion and Gender Equality
<b>APCEIU</b>	Asia-Pacific Centre of Education for International Understanding	<b>IIEP</b>	UNESCO International Institute for Educational Planning
<b>ASPnet</b>	UNESCO Associated Schools Network	<b>IITE</b>	UNESCO Institute for Information Technologies in Education
<b>AU</b>	African Union	<b>ILO</b>	International Labour Organisation
<b>BEAR II</b>	Basic Education for Africa Rise	<b>JTWG</b>	Joint Technical Working Group
<b>BSP</b>	Bureau for Strategic Planning	<b>INRULED</b>	International Research and Training Centre for Rural Education
<b>CapED</b>	Capacity Development for Education Programme	<b>IOS</b>	Division of Internal Oversight Services
<b>CAP-ESD</b>	Capacity Building Programme for Teacher Educators on Education for Sustainable Development	<b>ISCED-T</b>	The International Standard Classification of Teacher Training Programmes
<b>CEART</b>	Committee of Experts on the Application of Recommendations Concerning the Teaching Personnel	<b>MLA</b>	Main Line of Action
<b>CESA</b>	African Union Continental Education Strategy for Africa	<b>NPOs</b>	National Professional Officers
<b>CI</b>	UNESCO Communication and Information Sector	<b>NTI</b>	Norwegian Teacher Initiative
<b>CLT</b>	UNESCO Culture Sector	<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>CONFINTEA</b>	International Conferences on Adult Education	<b>PVE-E</b>	Preventing Violent Extremism through Education
<b>COVID-19</b>	Coronavirus disease	<b>RP</b>	Regular Budget
<b>CPD</b>	Continuing Professional Development	<b>SACTD</b>	South Asian Centre for Teacher Development
<b>DAC</b>	Development Assistance Committee	<b>SDGs</b>	Sustainable Development Goals
<b>FO</b>	Field Office	<b>SHS</b>	UNESCO Social and Human Sciences Sector
<b>EC</b>	European Commission	<b>SC</b>	UNESCO Natural Sciences Sector
<b>ECCE</b>	Early Childhood Care and Education	<b>SISTER</b>	System of Information on Strategies, Tasks and Evaluation of Results
<b>ECW</b>	Education Cannot Wait	<b>STEPCam</b>	Strengthening Teacher Education Programmes in Cambodia
<b>ED</b>	UNESCO Education Sector	<b>STS</b>	Student Tracking System
<b>ER</b>	Expected Result	<b>TD</b>	Teacher Development
<b>ERG</b>	Evaluation Reference Group	<b>TED</b>	UNESCO Section for Teacher Development
<b>ESD</b>	Education for Sustainable Development	<b>TES</b>	Transforming Education Summit
<b>GCED</b>	Global Citizenship Education	<b>ToR</b>	Terms of Reference
<b>GEC</b>	Global Education Coalition	<b>TPDG</b>	The Teacher Policy Development Guide
<b>GEM</b>	Global Education Monitoring	<b>TTF</b>	Teacher Task Force for Education 2030
<b>GPE</b>	Global Partnership for Education	<b>TTIs</b>	Teachers' Training Institutions
<b>GPE KIX</b>	Knowledge & Innovation Exchange	<b>TVET</b>	Technical and Vocational Education and Training
<b>GTC</b>	Global Teacher Campus	<b>UIL</b>	UNESCO Institute for Lifelong Learning
<b>HQ</b>	UNESCO Headquarters	<b>UIS</b>	UNESCO Institute for Statistics
<b>HRMIS</b>	Human Resource Management Information System	<b>UNEG</b>	United Nations Evaluation Group
<b>IBE</b>	UNESCO International Bureau for Education	<b>UNGA</b>	United Nations General Assembly
<b>IBF</b>	Integrated Budget Framework	<b>UNICEF</b>	United Nations Children Fund
<b>ICT</b>	Information and Communication Technology	<b>UNITWIN</b>	University Twinning and Networking Programme.
<b>ICT CFT</b>	Information and Communication Technologies Competency Framework for Teachers	<b>WB</b>	World Bank
<b>IICBA</b>	International Institute for Capacity Building in Africa	<b>WTD</b>	World Teachers' Day
		<b>XB</b>	Extrabudgetary resources/ voluntary contributions

# Executive Summary

## UNESCO's work on teacher development

1. The acute shortage of qualified teachers is a global concern which is recognized among the critical reasons for slow progress made towards the Sustainable Development Goals (SDGs), in particular SDG 4. As the custodian agency for SDG 4, UNESCO is tasked to ensure the advancement of high-quality education for all, including through teacher capacity development as a crucial precondition. SDG target 4.c requires that 'by 2030, the supply of qualified teachers is substantially increased, including through international cooperation for teacher training in developing countries, especially least developed countries, and Small Island Developing States'. It provides the framework for UNESCO in leading and coordinating the global teacher development agenda. The Organization has been supporting Member States by establishing a conducive environment for progress towards SDG 4.c through advocacy, normative guidance, policy and capacity development work, as well as the production and dissemination of research papers, knowledge products and good practices. UNESCO advocates for more comprehensive teacher policies that cover all issues relating to the teaching profession, such as teacher education, training, recruitment, competences, status, working conditions, as well as issues related to health and teacher career and salaries. It has also been leading, coordinating and cooperating with partners on advancing the global teacher development agenda while ensuring a humanistic and rights-based perspective.
2. The role of teachers to provide inclusive, equitable and quality education to every learner has become even more evident in the context of the COVID-19 pandemic which further amplified the impact of teacher shortages and the lack of adequate investment in teacher development, as education systems across the world were disrupted and inequalities further enhanced. However, the resulting learning crisis also offered a crucial momentum for recognising and acknowledging the level of priority to be granted to teacher development, and for UNESCO to capitalise on its convening power in ensuring continuity of teaching and learning worldwide, through coordinating a joint response to the crisis via the teachers' flagship<sup>1</sup> of the Global Education Coalition.<sup>2</sup>
3. Qualified, supported and motivated teachers are considered the single most influential variable in an education system for achieving learning outcomes.<sup>3</sup> During the 2022 World Teachers' Day, global leaders in Education jointly acknowledged the fundamental value of the teaching profession by recognising the critical role of teachers in transforming learners' potential by ensuring they have the tools they need to take responsibility for themselves, for others and for the planet. UNESCO together with its global partners calls on countries to ensure that teachers are trusted and recognized as knowledge producers, reflective practitioners, and policy partners<sup>4</sup>. Teachers are further recognised as the fundamental drivers of the 'New Social Contract' for the implementation of all SDG 4 targets and indicators, and the role of teachers is affecting the potential and result of learners throughout all sectors and stages of education and learning, from Early Childhood Care and Education to Lifelong Learning.
4. Within this evolving context, the UNESCO IOS Evaluation Office, at the request of the Education Sector, has conducted an evaluation of UNESCO's work in the area of teacher development, in order to assess, help improve and strengthen the focus of UNESCO's principal areas of work in teacher development. The scope of the evaluation covers the work of the UNESCO ED Sector and its related entities over the last three biennia (2016-2021) and to some extent work from 2022.

1. Together with Connectivity, and Gender Equality, Teacher development is one of the three pillars of the Global Education Coalition
2. The Global Education Coalition was established by UNESCO in March 2020 in response to the COVID-19 learning crises in order to mobilize support for ensuring the continuity of learning around the world. This multi-sector Coalition brings together 175 institutional partners from the UN family, civil society, academia, and the private sector working around three central flagships: [Connectivity](#), [Teachers](#) and [Gender Equality](#). The Coalition uses a mission approach to achieve large-scale targets and as a way to operationalize actions: [Global Skills Academy](#), [Global Teacher Campus](#), and [Global Learning House](#).
3. World Bank, World Development Report 2018: Learning to Realize Education's Promise, 2018, 131.
4. 'The transformation of education begins with teachers, 5 October 2022': Joint message from the Director-General of UNESCO, the Director-General of the International Labour Organization, the Executive Director of UNICEF, and the General Secretary of Education International, for World Teachers' Day, 5 October 2022.

## Objectives and methodology of the evaluation

5. The evaluation identified what has been achieved so far and provides programmatic and strategic level insights and recommendations for the future. It identifies areas that warrant particular attention in relation to how UNESCO's work on teacher development should evolve to better equip learners for the post-COVID-19 context, and in view of other emerging global challenges that may threaten progress towards achieving quality education for all. The findings and recommendations of the evaluation are intended to achieve three main objectives: i) to inform the work of the Education Sector and its different units, field offices and IICBA; ii) to help the Education Sector in advancing towards a new vision and strategy, and iii) to help the ED Sector in enhancing adaptive and innovative approaches for UNESCO's Teacher development work.
6. The evaluation was conducted between February and December 2022. It followed the [United Nations Evaluation Group \(UNEG\) evaluation norms and standards](#), the [UNEG Ethical Guidelines for Evaluation](#) and the [UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation](#). An Evaluation Reference Group ensured the quality of the evaluation process and deliverables. The evaluation methodology included the reconstruction of a Theory of Change to explore the causal logic behind approaches and identify conditions, assumptions and contextual factors that influence achievements of UNESCO's interventions. The evaluation triangulated data collected from a variety of sources, using a mixed-method approach including qualitative and quantitative data collection and analysis methods.
7. Consultations were conducted with a broad range of stakeholders, including through a survey of Member States via their UNESCO National Commissions, and Permanent Delegations, and of external stakeholders and partners. Interviews were held with a large number of representatives from UNESCO staff at headquarters, field offices, Category 1 Institutes, government, and non-governmental stakeholders as well as partners at global, regional, and national level, civil society organisations including those representing teachers, and bilateral donors. Furthermore, a stakeholder mapping and a mapping of priorities and approaches of global key partners was conducted to explore UNESCO's comparative strengths, and targeted country-level case studies and interviews helped explore to what extent and how a set of UNESCO's teachers' policy and capacity development initiatives led to advancements

of the teacher agenda in a specific context. The sampling and coverage of such a vast portfolio of work and stakeholders across various ED sector entities, as well as the fast-evolving context of the global teacher development landscape and UNESCO's evolving results framework are considered among the limitations to the methodology.

## Key findings

### Relevance and UNESCO's positioning and comparative strengths

8. UNESCO has been able to demonstrate its high relevance for teacher development by setting the agenda and advocating for the international community to embrace a broader teacher development agenda that covers the entire spectrum of teacher development issues across all levels of education from Early Childhood Care and Education to Lifelong Learning. The Organization is widely recognised as the global leader and coordinator in this area as witnessed during the Transforming Education Summit, where UNESCO was able to set the agenda as to the key issues facing teachers, teaching and the teaching profession, including in national consultations, statements and the forthcoming establishment of a High-Level Panel on the Teaching Profession. The Organization has also been able to gather relevant partners around a joint teacher development agenda, as demonstrated among other through the establishment of the Global Education Coalition in 2020, which brought together 175 institutional partners from the UN family, civil society, academia, and the private sector, to ensure the continuity of learning around the world in response to the COVID-19 learning crisis.
9. Stakeholders and partners consulted during the evaluation unanimously recognise UNESCO's leadership and comparative strengths, in particular its role as a convener, as a norm-setter, and as a trusted partner for Member States, who appreciate UNESCO's consistent engagement with them.
10. Furthermore, many stakeholders value UNESCO's contribution through the creation and sharing of knowledge, namely through the gathering and dissemination of data and data systems, a field where UNESCO continues to demonstrate leadership



via the UNESCO Institute for Statistics (UIS)<sup>5</sup>. In particular, UIS maintains the global database on data and indicators used for monitoring SDG Target 4.c. and develops global standards and measurement methodologies for the monitoring of indicators. During the period under evaluation, the Institute also developed a new international standard classification for teacher education programmes (ISCED-T) that will support the monitoring of target 4.c. The interviewees underlined their continued high expectations towards UNESCO to further support Member States in generating enhanced and more consistent data on teachers and teacher-related issues, which would allow them to better measure the extent of countries' progress towards the achievement of the SDG4.c target and to identify future needs and priorities.

11. However, within an increasingly crowded development landscape that includes many longstanding but also new, emerging actors who are broadening their fields of intervention in the area of teacher development beyond their traditional focus, UNESCO needs to constantly reaffirm its global leadership role. UNESCO should do so by highlighting and demonstrating its comparative strengths in the field of teacher development which distinguish it from other global players, while covering a global mandate across all levels of education and all types of interventions, from upstream policy work to teacher capacity development interventions.
12. At the national level, UNESCO's global advocacy and standard setting work is considered very relevant and is often translated and adapted to the local context, even in countries where UNESCO is not present. It genuinely influences the teacher agenda. For example, a high number of countries were inspired from the UNESCO/TTF Teacher Policy Development guide when formulating their national teacher policies. However, UNESCO's relevance, visibility and standing can vary within a specific national development landscape, depending on the presence and resources the Organization is able to provide, compared to other agencies and partners, as was also shown across the country case studies.

5. Among other, UIS maintains the global database on data and indicators used for monitoring SDG Target 4.c and develops global standards and measurement methodologies for the monitoring indicators.

## Partnerships, cooperation and resource mobilisation

13. UNESCO is engaged in several strategic partnerships around the teacher development agenda including with other UN agencies such as ILO, UNICEF, and the World Bank, as well as bilateral and global funding partners such as the Global Partnership for Education (GPE). Jointly with ILO, UNESCO co-leads the safeguarding and monitoring of two normative instruments concerning the teaching profession<sup>6</sup>, as well as a supervisory body linked to them, the Committee of Experts on the Application of the Recommendations concerning Teaching Personnel (CEART<sup>7</sup>). UNESCO also hosts the Secretariat of the International Task Force on Teachers (TTF), a unique global alliance working on teachers and teacher issues, and the secretariat of the Technical Cooperation Group (TCG) on SDG 4 indicators, including the Taskforce for indicator 4.c.<sup>8</sup>. Furthermore, every 5th of October UNESCO celebrates and convenes World Teachers Day<sup>9</sup> in partnership with the ILO, UNICEF and Education International (EI). In Africa, UNESCO IICBA manages the Teacher cluster under the African Union's CESA (Continental Education Strategy for Africa).
14. The majority of partners see UNESCO's role as mostly complementary to that of other global level stakeholders, and its particular strengths are reflected in its normative work, policy development and knowledge creation functions. Several global partners underlined their longstanding good cooperation and recently further strengthened

6. ILO/UNESCO (2016), The ILO/UNESCO Recommendation concerning the Status of Teachers (1966) and the UNESCO Recommendation concerning the Status of Higher-Education Teaching Personnel (1997) with a revised Foreword and Users' Guide: [https://www.ilo.org/wcmsp5/groups/public/---ed\\_dialogue/---sector/documents/normativeinstrument/wcms\\_493315.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_dialogue/---sector/documents/normativeinstrument/wcms_493315.pdf) [https://www.ilo.org/wcmsp5/groups/public/---ed\\_dialogue/---sector/documents/normativeinstrument/wcms\\_493315.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_dialogue/---sector/documents/normativeinstrument/wcms_493315.pdf)

7. The CEART is a supervisory mechanisms composed of experts on education, teaching and labour from around the world that supports monitoring and promoting the application of the Recommendations. It examines trends in teaching, how countries are applying the Recommendations, and allegations made by teachers' organizations concerning the non-respect of the Recommendations' principles.

8. Established in 2016, the Technical Cooperation Group on SDG 4 indicators - Education 2030 (TCG) provides a platform to discuss and develop the indicators used to monitor the Education 2030 Agenda. Composed of 35 regionally representative members of Member States, multilateral agencies and civil society groups, and the Co-Chair of the SDG-Education 2030 Steering Committee, it's secretariat is hosted by the UNESCO Institute for Statistics (UIS) and co-chaired together with the Global Education Monitoring Report (GEMR).

9. WTD is celebrated since the adoption of the 1966 ILO/UNESCO Recommendation concerning the Status of Teachers

efforts to coordinate more closely and reduce overlaps while enhancing synergies. Partners particularly value UNESCO's convening power at both the global and national level as a unique value of the Organization. It also strengthens aspects of its normative work, policy development and capacity building, by bringing all relevant stakeholders together and building strong coalitions and partnerships, and also enhances UNESCO's ability to attract extra budgetary resources.

15. Compared to other global players, UNESCO also stands out for its comprehensive mandate which covers the entire spectrum of teacher development issues across all levels of education, and for the longstanding attention to giving voice to teachers in national and global level discussions concerning their profession, but also in educational decision-making. UNESCO preserves the attention to the rights-based perspective of its approach and the importance of social dialogue and collaboration, as reiterated by the International Commission's Report on the Futures of Education<sup>10</sup>.
16. Nonetheless, the evaluation also shows that the role expected to be played by UNESCO as a global lead, convener and coordinator is not commensurate with the resources allocated to the Organization, even though the overall allocation of resources<sup>11</sup> for UNESCO's teacher development work has been increasing over the last few years. At country level, resources for investment in more structural changes to enhance teachers' status, working conditions, salaries and well-being remain limited too. Indeed, it often remains difficult to convince donors and government stakeholders to invest in such issues that may require longer-term investment but may not provide immediate results, like pre-service or in-service teacher training initiatives. The outcomes of the recent Transforming Education Summit confirm the need for stronger advocacy for financing and addressing issues relating to low teacher status and working conditions<sup>12</sup> in addition to teacher policy and capacity development. Nonetheless, UNESCO has been able to advance in its agenda by working on more fundamental teacher development issues within comprehensive projects and approaches that address various aspects of teacher development, such as the EU-funded project in the Sahel, the Norwegian Teachers Initiative in Sub-Saharan Africa,

10. <https://en.unesco.org/futuresofeducation/international-commission>

11. Both regular and voluntary contributions, and since 2019 the integrated budget resources dedicated to Teacher development in UNESCO's C5 Programme and budget documents

12. With the ILO as the lead for the Action track on Teachers with a focus on labour rights and labour conditions.

or the framework of the Capacity Development for Education (CapED) programme, and other larger-scale projects funded by voluntary contributions, such as the GPE-funded STEPCam project.<sup>13</sup>

## Internal coherence and cooperation

17. Teacher development is a crosscutting topic that touches upon the work of several entities within UNESCO, across the ED Sector's sections at HQ, field offices, and Category 1 Institutes, such as IICBA, IBE, IIEP, UIL, IITE and UIS who are also contributing to the teacher development agenda, within their respective mandates<sup>14</sup>. Several initiatives were launched to facilitate joint programming, exchange and working towards common objectives across UNESCO entities. The new structure of UNESCO's Strategic, Programme and Budget documents (41 C/4 and 41 C/5) by crosscutting objectives, the setting up and consolidation of the Teacher development Community of Practice, and the recent development of a Theory of Change of UNESCO's work on teacher development are important steps forward. These have significantly contributed to enhancing UNESCO's programmatic coherence on teacher development over the recent biennia.
18. Furthermore, these measures foster continuous coordination and significant information-sharing between the different UNESCO entities, facilitating enhanced knowledge about where expertise is located and how it can be mobilised. In many instances, UNESCO HQ and field offices were found to work closely together, in coordinating resource mobilisation for example. Successful examples of effective cross-organisational cooperation were also found in the CapED initiatives (such as in Niger), the Norwegian Teacher Initiative (for example in Burkina Faso, Ghana, Malawi and Uganda) or the STEPCam project (Cambodia).

13. STEPCAM is a GPE funded project that aimed to institutionalize enhanced early-grade pre- and in service teacher training in Cambodia and improve student learning outcomes through a focus on strengthened competencies and new pedagogical approaches.

14. Other Sections within the Education sector are also working on teacher related issues from a thematic perspective (such as Youth, Literacy and Skills Development, Education for Sustainable Development, Global Citizenship and Peace Education). Work of other Programme Sectors may also relate to subjects related to teachers (Culture, Social and Human Sciences, Natural Sciences, Communication and Information such as the ICT competency Framework for Teachers).

19. However, the evaluation also identified room for further improvement regarding internal coherence and mobilisation of expertise within the Organization. While the Section for teacher development at UNESCO HQ is the main entity responsible for teacher development with UNESCO and it also hosts the Secretariat of the International Task Force on Teachers, various other UNESCO entities across the ED sector at HQ, as well as across field offices and Category 1 Institutes (in particular IICBA, IIEP, IBE, UIL, IITE and UIS) work directly or contribute indirectly to teacher development. Several of these entities also have their own dynamics, priorities, and reporting lines, and to some extent also mobilise their own resources, (e.g., Category 1 institutes). It remains therefore challenging to fully ensure organisational and programmatic coherence systematically across UNESCO. Working towards and delivering joint results, creating synergies, and facilitating effective cooperation and internal mobilisation of expertise requires resources to be actively pursued, in addition to the already existing coordination mechanisms, such as the collaborative development of workplans, goals and indicators initiated by the Section for Teacher Development at HQ. However, both internal and external stakeholders consider the (human) resources at UNESCO, and in particular at the Section for Teacher Development at UNESCO HQ as too stretched to effectively oversee and coordinate all UNESCO initiatives related to teachers, in addition to implementing their global level responsibilities and work programme.
20. IICBA is considered an important asset for UNESCO in its quest to improve teacher policies and provide capacity enhancement across Africa.<sup>15</sup> However, the role and positioning of IICBA as the dedicated UNESCO Category 1 institute for teacher capacity development in the African continent was frequently raised as an issue by stakeholders. Over the last biennia, the Institute was perceived as under-resourced<sup>16</sup> and not sufficiently well positioned compared to its important mandate. Although actively involved in initiatives for capacity development of teachers in Africa led by other UNESCO entities over the last biennia, the Institute was found as not always

15. For example, UNESCO IICBA has supported teacher policy analysis and reforms at both the regional and country levels, among others through CapED, and more recently through the KIX Africa 19 for anglophone Africa, and the Shanghai funds-in-trust for West Africa.

16. As was also identified by the 2022 internal audit of IICBA, covering the period 2020 to April 2022, which indicates that the Institute needs to intensify resource mobilization efforts through stronger engagement with the donor networks and intergovernmental partners such as the African Union as well as effectively leveraging the UNESCO's field network in Africa.

systematically associated to projects and programmes led by other UNESCO entities and remained less visible to external stakeholders compared to other UNESCO entities who are also working on teacher issues in the continent. Going forward, a clearly defined cooperation mechanism between UNESCO HQ, FOs and IICBA with agreed division of roles and responsibilities will therefore be important. With the recent change in IICBA's senior management, the Institute has enhanced its ambition for increased leadership in the field of teacher development. Among other, larger scale resource mobilisation<sup>17</sup>, the activation of strategic partnerships, and the development of a focused strategy are underway, with the aim to capitalise on the potential and added value of the Institute to fulfil its mandate in close cooperation with other UNESCO entities and with the support from Member States.

### Results achieved, signs of impact and sustainability

21. UNESCO has been leading the agenda on teacher development and is supporting Member States' stakeholders through capacity development and policy work, through setting norms and standards as well as providing guidance and technical assistance to help advance countries' teacher policies. The line of reasoning established in the underlying Theory of Change<sup>18</sup>, considers that UNESCO helps establish a conducive environment, provides evidence, and builds capacity within different stakeholders (e.g., government officials, teacher organizations, teachers) for a change process to take place within countries. Improvements generated relate to the key dimensions considered crucial to any comprehensive teacher development agenda (including improved teacher policies, improved teacher status and wellbeing, improved teacher management or improved teacher education and professional development programmes) and result in enhanced capacities of teachers and teacher education institutions, impacting and improving the quality of education and learning outcomes. This change process is directed towards supporting and measuring countries' performance towards progress on the SDG4, specifically through SDG target 4.c. 'increasing the number of qualified teachers.'

17. This includes an extension of funding for the KIX Africa 19 program until 2027.

18. As reconstructed in the context of this evaluation

22. The evaluation found that UNESCO contributed to number of significant achievements, such as through global initiatives and events that have convened relevant stakeholders. It clearly shaped the teacher development agenda, supported a conducive environment, and enhanced awareness including through the Global Education Coalition, the Global Teacher Campus<sup>19</sup>, the national and global commitments resulting from the Transforming Education Summit, as well as the joint statements with partners at World Teachers Day. The monitoring and follow-up on normative work (CEART), the development of the ISCED-T<sup>20</sup> framework, and the Organization's contributions to the advocacy and policy dialogue efforts of the International Teacher Task Force (TTF) also count among UNESCO's achievements.
23. The evaluation also found many instances where UNESCO's work has made a difference and brought about significant improvements in individual Member States, such as through its country level capacity building initiatives, through providing technical assistance in policy and normative work, including through the use of the Teacher Policy Development Guide, and by developing, piloting and replicating innovative ideas and through monitoring developments and progress.
24. At the country level, UNESCO's broad set of actions also resulted in significant changes, as UNESCO convened and enabled the various stakeholders to take ownership and advance on teacher-related issues, enhancing the potential for sustainability of results. Another example showing potential for sustainability is the joint UIS/GEM Report work supporting Member states define their national benchmark for selected SDG 4 indicators<sup>21</sup> including SDG 4.c.1<sup>22</sup>.
25. UNESCO's response to COVID-19 at global, regional and national level was valued and appreciated as it resulted in fast, effective and powerful support to Member States, through the setting up of the GEC as well as through UNESCO's support in the provision of distance and blended learning. This was shown through the STEPCam project, or the UNESCO/Blackboard initiative in the Caribbean, or the initiatives to preserve well-being of teachers during the pandemic, such as the advocacy for and the monitoring of teacher vaccination initiated by UNESCO and the TTF.
26. The available evidence suggests that UNESCO reached or in most instances even exceeded its envisaged level of performance as expressed via its key performance indicators<sup>23</sup> which are, however, often defined at the output level in terms of numbers of countries supported or improved policies on teacher development. While the evaluation found evidence that in line with the Theory of Change this contributed to advance the development and implementation of teacher policies towards the SDG target 4.c. a question remains regarding the working mechanisms that lead to impact of UNESCO's various strands of work and how countries progress towards SDG4 as a result of UNESCO's support.
27. The new structure of UNESCO's Strategic, Programme and Budget documents (41 C/4 and 41 C/5) is intended to allow better measurement of the different levels of results systematically across the Organization. However, so far, UNESCO's monitoring data appeared insufficient in capturing relevant results that are not directly reported towards ER524 as well as in obtaining insights on the impact of UNESCO's work on teachers' status and working conditions, teachers' enhanced participation in policy making; and the expected improvements in teaching and learning that would result from them. Hence, this requires not only information on the direct results of UNESCO's teacher development work, but to define indicators that better capture and measure the influence of its work in the process of policy formulation and implementation. Many internal and external stakeholders also underlined there is a need for UNESCO to better map evidence of good practices and showcase its successes which could help further improve its actions and better support countries through comprehensive interventions that are tailored within a particular context.<sup>25</sup>
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19. The Global Teacher Campus is the flagship program of UNESCO's Global Education Coalition that aims to train one million teachers. It mobilizes partners from all sectors to support teaching professionals and educators in the development of digital skills and pedagogical competencies.
20. The ISCED-T classification is proposed as a sustainable solution for producing internationally comparable data on pre-service teacher training programmes and for improving the availability and quality of teacher statistics and has been adopted by the 41st Session of UNESCO General Conference.
21. Member States commit politically to produce indicators and to set their own targets to achieve within a defined time frame. [The SDG 4 benchmarking process](#) engaged many Members States to establishing their national commitments for 2025 and 2030. It is widely supported by international and regional organizations which further enhances aspects of sustainability.
22. [SDG 4. c.1](#) is the global indicator used for monitoring SDG target 4.c.
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23. As defined in the respective UNESCO C5 Programme and Budget documents for the Expected results ER 5: National teacher policies developed and/ or implemented and teacher-training programmes improved to increase the supply of qualified and motivated teachers (MLA 1 Support Member States in the implementation of SDG 4) (example ER5 2020/210)
24. Corresponding to the 41 C/5 **Output 1.ED 5** 'Teachers trained and supported to improve learning outcomes and address the changes brought forth by the digital and artificial intelligence (AI) transformation and the COVID-19 crisis'
25. As in the case of the new TTF main line of action on policy learning, supported by UNESCO



### Global Priorities Africa and Gender Equality and Leaving No One Behind

28. Africa is considered as a priority in UNESCO teacher development work, and this is evidenced in the multiple programmes and initiatives across UNESCO including those financed from voluntary contributions that are making an active contribution towards this priority. Activities of regional offices on the Continent, the support and backstopping from HQ and the contributions from IICBA have enabled positive change in teacher development in Africa, aided by strong partnerships with regional organizations such as the Association for the Development of Education in Africa (ADEA).
29. UNESCO is known by stakeholders for addressing issues of gender equality and inclusion in education systems which are also impacting the teaching profession, teacher education, and teaching quality both in terms of gender balance of the teaching force itself as well as concerning the use of inclusive and gender-transformative teaching and learning methods and tools. In this respect the publication of the GEM Report on inclusion (2018) highlighting the need to diversify the teaching workforce to mirror the diversity of societies, and the Thematic Group on inclusion of the TTF are good examples. Modules on gender-responsive pedagogies and how to ensure gender equality and inclusion in the classroom have been built into teacher capacity development initiatives, as shown in the framework of the Global Teacher Campus, or for example in the training modules developed during the COVID response. However, the evaluation also identified a need for more guidance and a more consistent approach to integrate and measure gender equality and inclusion across all teacher related initiatives.<sup>26</sup>
30. UNESCO, together with ILO and EI enables teachers to have a voice in the national and global level discussions concerning their profession, including in the co-organisation of World Teacher's Day, thus preserving the rights-based perspective and the importance of social dialogue. As a 'critical friend' of national governments, UNESCO brings the perspective of teachers on board in national debates. The broad representation within the International Task Force on Teachers that includes teacher

26. As also identified in the recent 2021 CapED evaluation that recommends more emphasis on strengthening gender equality in planning, reporting, monitoring of CapED country level initiatives, including those on teachers.

associations and representatives also mirrors an inclusive approach. Furthermore, UNESCO ensures emphasis on establishing structures such as National Teaching Councils, expert groups and Local Education Groups (LEGs) that include teacher associations and representatives in the development of national teacher policies, as for example in Jamaica, Ghana or Uganda.<sup>27</sup>

### Visibility, innovation and communication

31. The visibility of UNESCO is marked by high-level advocacy events at the global level such as the Transforming Education Summit or World Teachers' Day, by the incentives to teacher innovation and commitment as those carried and promoted by the UNESCO-Hamdan Prize for Teacher or the Continental Teacher Prize managed by IICBA and the African Union<sup>28</sup>, by the support provided by the Global Education Coalition, and the Global Teacher Campus. While considered as powerful instruments, and still highly relevant, many stakeholders considered that the 1966 and 1997 Recommendations on the status of Teachers, were not sufficiently known, and are considered as partly outdated or weak in some aspects, in particular with regards to gender equality, sustainable development or emerging challenges like the use of ICT for teaching and learning.
32. Communication around UNESCO's work is supported around global events, advocacy campaigns like the ones with the TTF, and through the recently improved website and enhanced outreach via social media. The level of visibility of specific projects and national events (and prizes) in countries however varies, not least as a reflection of the Organization's presence and available resources in comparison to other partners who are active on the ground or dedicate more resources to communication. Often, UNESCO's visibility remains fairly confined to stakeholders that are already well aware of UNESCO's work. More attention could be placed on reaching out and engaging with a wider audience.

27. As also underlined in the NTI evaluation, where the establishment of National Teaching Councils with support from UNESCO allowed inclusive approaches and remain the key enablers for sustainability and implementation of newly developed teacher policies, such as in Uganda, and Malawi.

28. The jury and awarding ceremony have been supported by UNESCO,

## Conclusions and way forward

33. The evaluation largely confirms UNESCO's success in performing in its global leadership and coordination role, which is widely recognized and has also been reaffirmed in UNESCO's effective lead and coordination of a global response via the Global Education coalition to the COVID-19 and other learning crises. Furthermore, it found that UNESCO's work on teachers is well positioned, relevant, and largely coordinated with other organizations and thus contributing to significant developments at global, regional, and national levels, in particular through its normative guidance, policy work and capacity development initiatives and via its strong partnerships. Nonetheless, to keep the momentum for the Organization's leadership and impact in this area, the evaluation also identified aspects that could help further strengthen UNESCO work on teachers in a crowded space where other and new development partners are becoming increasingly active, and is calling for ever more coordination and cooperation while capitalizing on UNESCO's comparative strengths, in particular its convening, and normative roles, and as the lead for monitoring the progress towards SDG 4.
34. Looking forward, the evaluation highlights the need for UNESCO to revitalize and modernize, the existing normative instruments guiding Member States on all issues concerning teachers, in order to better align these with the priorities set in the 2030 Agenda and, to better reflect issues of gender equality, environmental sustainability and the role of Information and Communication Technologies in the teaching profession and for addressing all aspects that are critical to enhance comprehensive teacher development, including its financing.
35. In line with UNESCO's recognized comparative strengths, the Organization shall continue its important work in improving the quality, availability and use of global and national data related to teachers and teacher development issues. Furthermore, despite the many examples of good practices already identified across UNESCO's initiatives, the evaluation also sees a need to further strengthen the promotion and consistent mainstreaming of gender equality and inclusion, across all dimensions of UNESCO's teacher development work. To maximise the potential of its overarching mandate in education and to engage all relevant stakeholders, UNESCO should also continue strengthening coherence, both internally across the various UNESCO entities, and externally between UNESCO and different external stakeholders, networks and development partners. More specifically, greater efforts should be made to position itself clearly in line with its comparative strengths, to coordinate resource mobilisation among entities and to facilitate the positioning and capacities of IICBA as the hub for teacher capacity development in Africa.

# Management Response

## Overall Management Response

The Education sector welcomes the conclusions of the IOS evaluation on teacher development. Teachers are an overarching priority of the Education Sector and a cross-cutting theme to all areas of work, thereby reflecting the central role of teachers in the SDG4 agenda. The Education sector is strongly committed in maintaining its global leadership on teacher issues, through its policy support, normative work, capacity development role and data collection and monitoring functions. Overall, the Sector agrees with the proposed recommendations and findings, which are consistent with the direction taken in addressing challenges and improving support to Member States. It should be noted that some recommendations are contingent to resource requirements and therefore can be fully implemented with additional support and investment.

Recommendations	Management response
<p><b>Recommendation 1</b></p> <p><b>Revise, revitalize and modernise the existing normative instruments concerning the teaching profession, strengthen Member States' commitment to their implementation, and strengthen the monitoring and follow-up.</b></p> <p><b>Addressed to:</b></p> <p>UNESCO Education Sector, in particular the Section of Teacher Development in cooperation with field offices, Category 1 institutes. Furthermore, specifically involve the CEART.</p> <p>By December 2025 (initiate the process)</p>	<p><b>Accepted</b></p> <p>The Executive Board at its 215th session, requested the Secretariat to conduct an analysis of the Recommendation on the Status of Teachers (1966) and the Recommendation concerning the Status of Higher-Education Teaching Personnel (1997), with a view to assess the necessity for their revision. The CEART session of 2021 also acknowledged this need so that these recommendations can better respond to the emerging demands to the teaching profession and 21st century challenges. The Secretariat will initiate this work in close consultation with the CEART, ILO and other educational stakeholders with a view to present this analysis at the 219th session of the Executive Board. The 2023 CEART meeting will provide input to this analysis.</p> <p>The Secretariat will also strengthen the visibility and revitalization of the CEART through the development of a dedicated webpage for the Joint Committee. Its aim would be to disseminate information about the CEART in a more efficient manner, and complement the ILO webpage, including detailed information about the Working Group on Allegations and the functioning of the procedure of the submission of allegations. This last step will promote visibility of the Committee's role and facilitate interaction with civil society in order to enhance the monitoring capacities of the CEART.</p> <p>On the International Standard Classification of Teacher Training Programmes (ISCED-T) - a normative framework for assembling, compiling, and analysing cross-nationally comparable statistics on teacher training programmes and the related teacher qualifications- whose adoption is more recent, UNESCO intends to reinforce its widespread implementation, as planned by the UIS, with the first data collection to start in 2024. This includes a harmonized and coordinated data collection effort to ensure timely and appropriate response to UIS data collection on teachers.</p>

Recommendations	Management response
<p><b>Recommendation 2</b></p> <p><b>Continue to improve the quality, availability and use of global and national data related to teachers and teacher development issues to support evidence-based policy development, monitor progress towards the SDG 4c, and monitor impact of UNESCO's work on teachers more effectively.</b></p> <p><b>Addressed to:</b></p> <p>UNESCO Education sector, in particular the Section for Teacher Development in cooperation with UNESCO UIS and the GEM Report team</p> <p>By December 2025</p>	<p><b>Accepted</b></p> <p>UNESCO is continuously striving to improve teacher data and monitor teacher issues. The upcoming Global Report on Teachers focusing on teacher shortages will be informed by the High-Level Panel on the teaching profession that was established as a follow up to the Transforming Education Summit. The report will be produced every two years, with a first edition coming up in 2023. The report will contribute to existing efforts to increase data availability and support evidence-based policy development. A key challenge is to ensure streamlined and sustainable data collections that do not overburden Member States and to reinforce UNESCO's ability to collect and produce over time the same quality teacher data without gaps or neglected areas. This requires commensurate resources, particularly for the UIS, and enhanced joint efforts and coordination. To address this, a network of UNESCO teacher data focal points could be established to support data collection, including on the SDG 4 benchmarks. In addition, the Secretariat will continue its efforts to attract additional and sustainable investments for quality data and monitoring on teachers and urges Member States to provide voluntary contributions towards this work.</p>
<p><b>Recommendation 3</b></p> <p><b>Continue strengthening the coherence of activities related to teacher development, both internal coherence within UNESCO, between the different UNESCO entities, and external coherence between UNESCO and different development partners.</b></p> <p><b>Addressed to:</b></p> <p>UNESCO Education sector, in particular the Section for Teacher Development in cooperation with field office and Category 1 institutes. This in partnership with other development partners.</p> <p>By December 2025</p>	<p><b>Accepted</b></p> <p>In terms of internal coherence, the Secretariat, and particularly ED/PLS/TED, will continue leading and operating the internal community of practice on teachers, comprising the TED team, as well as field office and Institute focal points, as the main platform for knowledge exchange, collaboration and coordination of work around teacher issues. In order to enhance internal coordination, more regular meetings will be conducted with regards to planning, monitoring and fund raising. A new strategy of IICBA which is currently under development will also support internal coordination efforts on teacher issues in Africa. In addition, the updated performance indicators on teachers of the draft 42C/5, and their corresponding methodologies, will be used to better capture UNESCO's work across the board by different education sector entities, and enable synergies across the sector.</p> <p>In terms of external coherence, UNESCO, particularly through the TTF membership and Steering Committee representing governments, intergovernmental organizations, NGO's donors, and other stakeholders, is constantly engaging all major constituencies in dialogue and consultations around teacher issues. The TTF will continue to organize the Policy Dialogue Forum every two years, as this has become the meeting place of global key stakeholders to discuss and agree common agendas around teachers and teaching. In terms of country level coordination, UNESCO will continue to engage in dialogue and consultations with development partners including through Local Education Groups, when initiating programmes, as well as conduct mappings of ongoing teacher initiatives in order to avoid duplication, ensure alignment and better results.</p>



Recommendations	Management response
<p><b>Recommendation 4</b></p> <p><b>Further strengthen the promotion and mainstreaming of gender equality and inclusion to ensure it is consistently embedded and measured across UNESCO's teacher development work.</b></p> <p><b>Addressed to:</b></p> <p>UNESCO Education sector, in particular the Section of Teacher Development in cooperation with the Section of Education for Inclusion and Gender Equality, field offices and Category 1 institutes, as well as with the Gender Equality Division.</p> <p>By December 2025</p>	<p><b>Accepted</b></p> <p>Inclusion and gender equality are guiding principles in the work of the Education sector and mainstreamed across all thematic areas and programmes. In order to further embed these principles in teacher training and teacher policy development, training sessions and workshops will be conducted for the teacher community of practice of UNESCO with support from the Section of Inclusion and Gender Equality (IGE). Furthermore, the gender focal points will continue appraising related workplans and projects from a gender lens, while the revised indicators of the Education Sector in the draft 42C/5 will better capture gender mainstreaming across the thematic outputs including on teachers. The upcoming UNESCO-TTF Global Report on Teachers will shed light on gender and teaching, highlighting not only imbalances in the representation of women in teaching and leadership positions, but also showcasing policy solutions that have been put in place in different geographies to address this matter. On 8 March, IWD, UNESCO and the TTF launched a factsheet on teaching and gender.</p> <p>Furthermore, IICBA is launching a program of work focusing on the role of teachers from a policy point of view, in improving girls' education and reducing child marriage and early childbearing. This will include country and regional work in partnership with key stakeholders, including the African Union's CIEFFA.</p>
<p><b>Recommendation 5</b></p> <p><b>Further strengthen the positioning and capacities of IICBA as the hub for teacher capacity development in the African region and coordinate resource mobilisation for all dimensions of teacher development work in Africa across the various entities.</b></p> <p><b>Addressed to:</b></p> <p>UNESCO Institute for Capacity Building in Africa (IICBA) in cooperation with the ED sector, in particular the Section of Teacher Development, the Sector for External Relations and Priority Africa, and field offices. By December 2024</p>	<p><b>Accepted</b></p> <p>IICBA is an integral part of the Education Sector, making important contributions to teacher development as a regional hub on teachers, coordinating work with field offices to build Member States capacities, while working closely with key partners, including the African Union for which the Institute manages the Teacher cluster under the African Union's CESA. The Institute is making major efforts to mobilize new resources, including funding for the KIX Africa 19 initiative until 2027 and is in the process of finalizing its new strategy, with a stronger focus on core issues related to teacher professional development. IICBA is increasingly being reinforced, through stronger coordination with the TED team, including through the Teachers Community of Practice, and the TTF, as well as through its engagement in all capacity development related programmes in the region. As all Category 1 Institutes, IICBA receives core funding from UNESCO's assessed contributions which are nonetheless limited. Therefore, the Secretariat encourages Member States to make all possible efforts to provide further core funding to the Institute so that IICBA can fully perform its role as a focal point for teachers in the continent. The Secretariat will continue seeking fund raising opportunities and promoting programmatic and resource efficient synergies including through new initiatives such as the recently launched Regional Teachers' Initiative in Africa and for Africa by the European Commission.</p>

# 1. Introduction

1. At the occasion of the 2022 World Teachers' Day, global leaders in the field of education jointly acknowledged the fundamental value of the teaching profession by recognising the critical role of teachers in transforming learners' potential. They ensure learners have the tools they need to take responsibility for themselves, for others and for the planet. Therefore, these leaders call on countries to ensure that teachers are trusted and recognized as knowledge producers, reflective practitioners, and policy partners. ([The transformation of education begins with teachers, 5 October 2022](#)<sup>29</sup>). The role of teachers in providing inclusive, equitable and quality education to every learner has become even more evident in the context of the recent COVID-19 crisis. Ensuring an adequate teaching workforce, (i.e., 'the right number of empowered, motivated and qualified teachers and education personnel in the right place with the right skills') has become even more urgent for pandemic recovery and for preparing learners for the future.
2. The findings and recommendations of the evaluation are intended to inform the work of different Education Sector units and field offices. It seeks to help the **Education Sector advance on a new vision and strategy** and enhance adaptive and innovative approaches for its teacher development work by identifying areas that warrant particular attention. It shall also provide some considerations from a more interdisciplinary angle across the Organization's mandate.
3. The **primary intended users** are UNESCO's Education Sector, especially its senior management, the Section on Teacher Development, relevant programme staff at Headquarters and in the field working on areas related to teachers, as well as relevant UNESCO Category 1 institutes with a mandate related to teacher development<sup>30</sup>.
4. Secondary users include UNESCO Governing Bodies and Member States, particularly their education authorities, teacher training institutions, teacher associations and other teacher policy and educational experts. They also include relevant civil society actors, the International Teacher Task Force (TTF), UNESCO Category 2 centres<sup>31</sup> and other partners and networks such as the UNESCO Associated Schools network (ASPnet).

## 1.1. Purpose and use of the evaluation

2. Within this evolving context and at the request of the UNESCO Education Sector, the UNESCO Division for Internal Oversight Services' (IOS) Evaluation Office conducted an evaluation of the work of the UNESCO Education Sector on teacher development. The evaluation aims to **provide programmatic and strategic level recommendations**, paying particular attention to how UNESCO's work on teacher development should evolve to prepare learners for the future within the post-COVID-19 context, and in view of other emerging global challenges threatening progress towards achieving quality education for all.

29. Joint message from Ms Audrey Azoulay, Director-General of UNESCO, Mr Gilbert F. Houngbo, Director-General, International Labour Organization, Ms Catherine Russell, Executive Director, UNICEF, Mr David Edwards, General Secretary, Education International for World Teachers' Day, 5 October 2022.

30. i.e.: the International Institute for Capacity Building in Africa (IICBA), International Bureau for Education (IBE), UNESCO Institute for Statistics (UIS), Institute for Information Technology in Education (IITE), the UNESCO Institute for Lifelong Learning (UIL) and the International Institute for Education Planning (IIEP).

31. Namely the Asia-Pacific Centre of Education for International Understanding (APCEIU) and South Asian Centre for Teacher Development (SACTD).

## 1.2. Objectives and scope of the evaluation

6. The main objective of this evaluation was to assess UNESCO's work and **generate findings, conclusions, recommendations and lessons learned**, regarding the relevance, coherence, effectiveness, efficiency, and sustainability of the UNESCO Education Sector's work pertaining to the field of teacher development, and to provide guidance and support learning and decision making.
7. The **scope** of the evaluation covers UNESCO's work over the last three biennia (2016-2021) and 2022 to some extent. It includes an assessment of activities led and conducted by UNESCO HQ, the field offices and the Category 1 institutes working in the field of teacher development. The geographical scope of the evaluation is global, and it looked at activities at global, regional and national levels conducted through both the regular programme and extrabudgetary resources/voluntary contributions.<sup>32</sup> The evaluation adopts both a retrospective and a forward-looking perspective.
8. The following six **key dimensions** underlying the assessment are based on the revised OECD–DAC<sup>33</sup> evaluation criteria<sup>34</sup>:
  - UNESCO's relevance, comparative strengths and opportunities in the field of teacher development; (*RELEVANCE, EXTERNAL COHERENCE*)
  - Partnerships, cooperation and fundraising in particular for teacher development; (*EXTERNAL COHERENCE, RELEVANCE and (FINANCIAL) SUSTAINABILITY*)
  - Internal coherence throughout the organization (*INTERNAL COHERENCE, EFFICIENCY*)
  - Results achieved, signs of impact and sustainability; (*EFFECTIVENESS, (SIGNS OF) IMPACT, SUSTAINABILITY*)
  - Global Priorities (Gender Equality, Africa), and Inclusion (*RELEVANCE, EFFECTIVENESS*)
  - Visibility, knowledge management and communication. (*EFFECTIVENESS, SUSTAINABILITY*)

32. As of the 39 C/5 Programme and budget (2018/19) UNESCO presents an integrated budget framework encompassing both assessed contributions (regular budget (RP) and voluntary contributions. Earlier C/5 Programme and Budget documents presented donor funded contributions as extrabudgetary resources (XB), separately from the regular budget (RP).

33. The Organisation for Economic Cooperation and Development's Development Assistance Cooperation (OECD-DAC) sets the global standards for evaluation. In 2019 the OECD-DAC Network on Development Evaluation (EvalNet) has defined six evaluation criteria – relevance, coherence, effectiveness, efficiency, impact and sustainability.

34. The evaluation questions are further operationalised in an evaluation matrix (Annex 8).

## 1.3. Methodology

### *Evaluation approach and principles*

9. The evaluation takes primarily a formative orientation but also includes summative elements. This is essential to learn what has been achieved so far, what worked, why and under what circumstances, and what the successes, good practices and challenges have been. The evaluation followed a theory-based and participatory approach.
  10. The evaluation was conducted in line with [UNEG Evaluation Norms and Standards](#) and reflects the requirements outlined in the [UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation](#), as well as in the [UNEG Ethical Guidelines for Evaluation](#).
  11. The evaluation process was designed in four key phases which were validated by the evaluation reference group in the evaluation inception report:
    - **Phase 1: The Reconstruction of the Theory of Change (ToC)**<sup>35</sup> helped assess the causal logic behind approaches and identify conditions, assumptions and contextual factors that influence implementation of teacher development interventions.<sup>36</sup> The ToC is used to map the expected change process and confront it with the actual/observed change process. It also offers reflections on the ToC for the teacher related work in the upcoming 41 C/5 biennium. (See the reconstructed ToC in Annex 4).
    - **Phase 2: Assessment against the evaluation criteria:** with the help of a detailed evaluation matrix<sup>37</sup>, the evaluation team assessed past activities against key dimensions and the related OECD-DAC evaluation criteria and from both retrospective and prospective considerations. The assessment of evaluation questions grouped by the six key dimensions is presented in Chapter 3.
35. The ToC is a tool to understand strategic planning and operational implementation mechanisms of initiatives with ambitious and complex goals. The detailed reconstruction of the ToC as prepared by the evaluation team is in Annex 4. A mapping of priorities and approaches of global key partners and a stakeholder mapping and can be found in annexes 5 and 10.
36. The reconstruction considered UNESCO programme and budget documents (C/4 and C/5), UNESCO's 2012-2015 strategy on teachers, the 2021 developed ToC by the ED sector, and other documents.
37. In line with the Terms of Reference (ToR) in Annex 1 and based on further analysis, the detailed evaluation matrix is available in annex 8.

- **Phase 3: Analysis and development of conclusions and recommendations:** Data collected from different sources and via different methods (including desk review, interviews, case studies, focus groups and a survey) was triangulated before feeding into the overall assessment and analysis in response to the evaluation questions. The evaluation team then formulated the corresponding conclusions and developed recommendations with a forward-looking perspective as presented in Chapter 4.
- **Phase 4: Validation, Revision and Quality assurance:** In a validation workshop, preliminary recommendations and suggested actions were discussed with the ERG and key stakeholders from the Education Sector. The aim was to further refine and validate the conclusions and recommendations. The ED Sector provided a formal management response to the evaluation and to the recommendations. The IOS Evaluation Office oversaw the quality assurance of the evaluation process and deliverables.

## Data collection methods

### Desk research

12. The analysis of relevant UNESCO documentation and of other related research and literature fed into the reconstruction of the ToC. It further provided an overview of UNESCO's work on teacher development (portfolio analysis) as well as insights on the results achieved. Documents consulted included web-based and internal project documentation, publications, reports and evaluations on related topics from UNESCO Headquarters, field offices and relevant Category 1 institutes. Annex 2 provides an overview of the documentation and literature consulted. Furthermore, a stakeholder mapping and a mapping of priorities and approaches of global key partners was conducted to explore UNESCO's comparative strengths, (see Annexes 5 and 10).

### Interviews at global, regional and Member State level

13. More than 100 respondents were interviewed from a broad range of UNESCO staff and external stakeholder groups at global, regional, and national level. The interviewees were purposefully selected ensuring a wide range and broad coverage of different stakeholders and different perspectives.

14. In addition to the interviews at the global level, consultations on relevant teacher policy and or capacity development initiatives within specific country settings provided more in-depth information allowing, observation and direct exchange with beneficiaries and stakeholders involved. The unit of analysis for each case study was the range of UNESCO's work on teacher development in a specific country. The evaluation looked particularly at how a selected set of UNESCO interventions led to advances in the teacher agenda within the development landscape of partners and stakeholders in the specific country context, but also how stakeholders confronted with UNESCO's work perceive UNESCO, its contributions and the effects of its work. Criteria for selection of countries for three field-based and one remote country case studies included:
  - geographical and linguistic diversity
  - at least one case study in Africa in line with the Global priority Africa
  - coverage of different types of UNESCO interventions
  - presence of relevant and substantive UNESCO-supported activities implemented over the last three biennia
  - coverage of different levels of UNESCO field presence
  - de-prioritisation of countries where recent field work in the context of other recent UNESCO evaluations had been conducted
  - coverage of activities with specific relevance for gender equality/inclusion.
15. Each case study also aimed to explore a story of significant change in the country that can be linked to UNESCO's initiatives. **'Significant change'** refers to improvements observed in Member States since 2016, that have had a (likely) impact on the 'increased supply of qualified teachers' as specified in SDG target 4.c (for example, changes in relation to teacher policies, teacher status and teacher training programmes)<sup>38</sup>. The interaction with the various categories of stakeholders at the national level, including UNESCO programme specialists, project coordinators, development partners, experts, policymakers, teachers, fed into the assessment of broader outcomes and provided meaningful illustrations and evidence to underpin broader findings. In consultation with the ERG and based on the results of a 'Significant Change Story' survey distributed to UNESCO field offices, **Ghana, Niger, and Cambodia** were selected for field -based case studies. To explore country-level perspectives from Latin

38. 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.



America and the Caribbean, a series of targeted online interviews were conducted with stakeholders from **Jamaica**.

16. The selection of countries represents:
  - **Different regions:** three out of five UNESCO regions covered (Asia and the Pacific, Africa, Latin America and the Caribbean);
  - **Different contexts:** The countries include Least Developed Countries (Niger, Cambodia) and Small Island Developing States (Jamaica);
  - **Differences in the size of UNESCO interventions:** countries with large UNESCO-led initiatives (Ghana, Cambodia, Niger) and smaller scale activities (Jamaica);
  - **Differences in UNESCO presence:** countries with a national field office (Cambodia, Ghana, Jamaica) and countries only with a local antenna office (Niger);
  - **Linguistic diversity:** English (Cambodia, Ghana, Jamaica) and French (Niger).
17. Within the framework of the case studies, a total of 67 individual stakeholders were consulted (Niger: 22; Cambodia: 24, Ghana: 10 and Jamaica: 11).

### Survey

18. A comprehensive survey targeted two broad respondent groups: i) all 204 UNESCO Member States and Associated Members, i.e., reached through their National Commissions and/or Permanent Delegations and ii) external stakeholders and partners<sup>39</sup>, i.e., international level and country level key stakeholders and partners working on teacher development. In total, 266 stakeholders responded to the survey, with 56 percent of respondents being female<sup>40</sup>.

39. The survey to external stakeholders was distributed via UNESCO contacts at HQ and field office level.

40. The survey was open from end of April to mid-September 2022 and was available in English, Spanish and French. In total, 266 stakeholders responded to the survey. More than 100 of these respondents work in education institutes; 65 in a governmental organisation, 20 represent UNESCO National Commissions. The remaining respondents are from development partners, civil society organisations and associations, research bodies and others (see details in annex 12 Aggregated Survey Results).

### Limitations and strengths

19. Conducted within an overall challenging and constantly evolving context, the evaluation methodology demonstrates several strengths but also faced some limitations and challenges that were addressed to the extent possible.
  - **Challenges in demarcating the object of the evaluation:** UNESCO's work on teacher development is a vast area covering work of different dedicated and crosscutting UNESCO entities and relates to several Expected Results. The evaluation sought to take a wider perspective to explore how UNESCO as an Organization approaches teacher development and does not only focus on the efforts of the dedicated teacher development section in UNESCO HQ and the interventions linked to the Education Sector's ER 5 on teachers. UNESCO's current monitoring and reporting system however did not facilitate such an approach, as extracting reliable information on teacher development work systematically across entities remains challenging. Clearly demarcating the portfolio of all of UNESCO's work on Teacher development is a challenge that established a limit in determining the effectiveness of UNESCO's work on teacher development across the entire Organization. The evaluation therefore focused primarily on assessing the portfolio across entities of the ED sector.
  - **Sampling issues for in-country data collection:** UNESCO's work on teachers covers a vast variety of relevant country-level initiatives across all regions. In line with the resources available for the evaluation, a selection had to be made of which countries to study in-depth and/or to visit. Selected countries can therefore not be considered as representative of the whole set of UNESCO's interventions but provide illustrative evidence of how UNESCO operates at the country level and what are trends, lessons, potential enablers and obstacles for achievement and potential for sustainability of results.
  - **Coverage of relevant stakeholders:** A survey intended for a large group of different stakeholders was distributed via various channels, including snowballing, to increase the number of responses. With an extension of the deadline and several reminders, 266 responses were received. However, these were not sufficiently balanced across regions and type of stakeholders to ensure a fully representative insight into perceptions across Member States and stakeholder groups. However,

when triangulated with other data sources, the survey results proved useful to confirm identified trends. Furthermore, partners and stakeholders of the individual Category 1 Institutes have not been systematically covered.

- **Evolving and fast-changing context:** The COVID-19 pandemic highly impacted and provided a momentum for UNESCO's teacher development work that is still ongoing. In addition, major global events in 2022 such as the Transforming Education Summit at the United Nations General Assembly (UNGA) in September 2022 and global and worldwide advocacy events organised (including in the context of the 2022 World Teachers Day), impacted the teacher development arena and priorities and actions of major players. While the results and impact of more recent interventions from individual entities and recent global events could not be fully explored within the framework of the evaluation, these developments were, to the extent possible, considered in discussing the future orientation of UNESCO's work on teachers. Furthermore, COVID-19 restrictive measures still in place in the early phase of the evaluation affected initial considerations regarding the possibility of field-based country visits.

- **Evolving results framework:** The evaluation covered primarily UNESCO's Medium-Term Strategy for 2014-2021 (37 C/4) and related C/5 periods between 2016-21 and was conducted at the time when UNESCO entered the current 2022-23 programming phase. The UNESCO Education Sector reflected upon its new results framework and working mechanisms in late 2021 when developing a Theory of Change for teacher development as part of the upcoming 2022-23 programming phase within a new strategic framework set in the UNESCO 2022-29 Medium-term Strategy (41C/4). While the evaluation focused principally on the 2016-2021 programming framework, more recent developments and results have also been considered to the extent possible for the development of the Theory of Change and as relevant to guide the period of the current and future C/5 programming cycles.

## 2. The UNESCO Education Sector's work on teacher development

### 2.1. Background on teacher development

While recognised as a critical factor in educational quality, a quantitative and qualitative teacher gap remains a global challenge. It is most acute in parts of the world where increased educational quality for all is most needed. To address the shortage of qualified teachers, more comprehensive teacher policies are needed that cover all issues relating to the teaching profession, such as training, recruitment, competences, status, working conditions, as well as issues related to health and teachers' career and salaries.

20. Teachers are consistently mentioned as the most critical factor in educational quality and student learning outcomes. Before the COVID-19 pandemic hit, there were more children in schools worldwide than ever before, but many of them still had not acquired basic literacy and mathematical skills<sup>41</sup>. The global teacher workforce has expanded rapidly since 2000, going from 62 million to 94 million teachers between 2000 and 2019<sup>42</sup>; a 50% increase. Nonetheless, many more qualified teachers are needed. The target of hiring 69 million teachers to reach universal basic primary and secondary education by 2030 is not on track. In many parts of the world, the insufficient number of trained teachers jeopardises the prospects for quality, inclusiveness, and equity in education. According to the UN assessment on the progress made towards the Sustainable Development Goals (SDG), the shortage of well-trained teachers is one of the main reasons for this<sup>43</sup>.
21. While the acute shortage of qualified teachers is a global concern, it 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. The largest shortage of trained qualified teachers is in sub-Saharan Africa, where 70% of countries face shortages

at primary level and 90% of countries at secondary level<sup>44</sup>. In 2021, projections by the International Teacher Task Force (TTF) showed that in sub-Saharan Africa alone, 15 million more teachers needed to be recruited by 2030<sup>45</sup>. In addition, countries are confronted with gender equality and inclusion-related issues in education systems both, in terms of gender balance within the teaching force itself, as well as concerning the use of Inclusive and gender-transformative teaching and learning methods and tools.

22. Qualified, supported and motivated teachers are considered the single most influential variable in an education system for achieving learning outcomes.<sup>46</sup> At the occasion of the 2022 World Teachers' Day, global leaders in Education jointly declared the fundamental value of the teaching profession by recognising the critical role of teachers in transforming learners' potential by ensuring they have the tools they need to take responsibility for themselves, for others and for the planet. As the fundamental drivers for the implementation of all SDG 4 targets and indicators, the role of teachers affects the potential and result of all stages of education ranging from Early Childhood Care and Education to Lifelong Learning. This is reflected by the fact that multiple SDG 4 targets explicitly refer to aspects of teacher supply. We concentrate here specifically on SDG target 4.c, which requires that 'by 2030, the supply of qualified teachers is substantially increased, including through international cooperation for teacher training in developing countries, especially least developed countries, and Small Island Developing States'.

41. SDG 2019 progress report on SDG 4: <https://unstats.un.org/sdgs/report/2019/goal-04/> (Accessed on 15 November 2022).

42. World Teachers Day Fact Sheet 2020 - [world\\_teachers\\_day\\_fact\\_sheet\\_2020.pdf](https://www.unesco.org/sites/default/files/world_teachers_day_fact_sheet_2020.pdf) (unesco.org) (Accessed on 15 November 2022).

43. Another reason would be the bad conditions of schools. See Report of the UN Secretary-General, «Progress towards the Sustainable Development Goals», [E/2017/66E/2017/66](https://www.un.org/News/Press/docs/2017/66/E/2017/66E/2017/66E.pdf).

44. UNESCO Institute for Statistics (2019) <http://data.uis.unesco.org/> (Accessed on 22 December 2021).

45. World Teachers Day Fact Sheet 2021 - <https://teachertaskforce.org/sites/default/files/2021-10/2021%20World%20Teachers%27%20Day%20fact%20sheet%20EN%204Oct%2022.pdf> (Accessed on 21 December 2021) 15 million teachers: 6.1 million at primary level and 8.9 million at secondary level (Teacher Task Force (2021). Closing the gap: Ensuring there are enough qualified and supported teachers in sub-Saharan Africa. Paris, UNESCO. [www.teachertaskforce.org](https://www.teachertaskforce.org)).

46. World Bank, World Development Report 2018: Learning to Realize Education's Promise, 2018, 131.

23. UNESCO as the custodian agency for SDG4 is tasked to ensure the advancement of high-quality education, for which teacher capacity development is a crucial precondition. However, addressing the shortage of qualified teachers calls for more comprehensive teacher policies that cover all issues relating to the teaching profession, such as teacher education, training, recruitment, competences, status, working conditions and salary. In addition, it is essential to focus on capacity development of teacher education and training institutions to enhance quality of their programmes.
24. Addressing the teacher gap does not only require a focus on quantity. 'Teacher motivation and sense of professional responsibility' are also crucial factors in the success of individual learning and education systems<sup>47</sup>. Gathering unmotivated teachers without professional commitment leads to widespread absenteeism, attrition rate of teachers, high turnover, and poor teacher performance, thereby undermining the foundations of quality education. On the contrary, dedicated teachers with a growth mindset and high expectations and empathy for every learner have a positive impact on learning outcomes. Minding the working conditions and social status of teachers is therefore yet another crucial element of teacher development. A healthy and safe workspace and incentives packages that attract and retain the best candidates in the profession all contribute to teacher development, and the achievement of SDG4 target 4.c.
25. Whilst serious efforts have been undertaken in the period between 2016 and 2020, the COVID-19 pandemic and the school closures it provoked have likely thwarted progress in many of the aforementioned areas and further exacerbated existing challenges. Furthermore, the educational disruptions "have confirmed the crucial role of teachers in maintaining learning continuity, but also in sustaining the very dynamics of households, families, and communities. Parents, communities, and education systems have engaged in discussions on the importance of teachers that could contribute to developing a renewed appreciation of the profession and their vital role in educational recovery and in supporting the social, economic, and cultural life of societies."<sup>48</sup>
26. As pointed out in the UNESCO Education Sector's Theory of Change for 2022-25, 'poor teaching quality is often the result of system-level policies that do not foresee to appropriately consult, recognise, recruit, prepare, support, manage, and motivate teachers'<sup>49</sup>.

47. Teacher Policy Development Guide 2019, page 12.

48. UNESCO (2021), ToC Teachers

49. UNESCO (2021), ToC Teachers: "the high regard for the work of teachers is not fully reflected in current policy measures. Teachers are seldom consulted or invited to participate in decision-making and policy formulation processes. Because of this lack of recognition, the teaching profession is not one of the most appealing careers for high performing students going into tertiary education. Beyond the working conditions and remuneration, another deterrent for youth entering the profession and for in-service teachers to deploy their talent is the growing establishment of accountability regimes that constrain teachers' agency, autonomy, and decision-making power, and ultimately render the profession less attractive and intellectually rewarding. These forms of accountability undermine the very work that teachers are called to do and threaten to narrow the curriculum and water down the authoritative role of teachers in society. For the post-pandemic recovery phase, it is essential to restore the role of teachers as key actors in rebuilding more adaptive education systems that are resilient against future shocks and ensure equity and inclusion for all learners at all times."

## 2.2. Overview of UNESCO Education sector's work on teacher development (2016-2021)

27. The following table provides an overview of the UNESCO Education Sector's dedicated work on teacher development with a focus on the period 2016-2021. As relevant, it also includes references of more recent initiatives implemented in 2022.

**Table 1.** Description of the UNESCO Education sector's specific work on teacher development

Resources	
<b>Activity budget allocated to ER5 and including IICBA<sup>50</sup></b>	<ul style="list-style-type: none"> <li>• US\$ 99,8 million activity costs allocated over three biennia (2016-21)<sup>51</sup> – excluding staff costs</li> <li>• US\$ 76 million allocated for 2022-23<sup>52</sup> – including staff costs</li> </ul>
<b>Human resources dedicated to specific teacher development work at UNESCO</b>	<ul style="list-style-type: none"> <li>• HQ Teacher Development Section – five fixed term staff including the Chief of Section and five temporary staff supporting the Secretariat of the International Teachers Task Force.</li> <li>• In the field, UNESCO has several dedicated staff, including one fixed term staff and about seven temporary staff working specifically on teacher-related projects.</li> <li>• IICBA - eight fixed term staff including the Director, one National Programme officer acting as a programme specialist, a Finance and Administrative Officer and several Project Appointments and General Service staff<sup>53</sup></li> <li>• In addition, a dedicated community of practice of 60 to 70 specialized programme staff across UNESCO's field offices and Category 1 Institutes works to various extents with the Teacher Development Section for implementing decentralised RP funds and voluntary contributions related to teachers.</li> <li>• Other Sections in the ED Sector and other Category 1 Institutes (IIEP, IBE) also dedicate parts of their human resources to specific teacher development activities, even if not explicitly labelled as such under the ER5 teacher development.<sup>54</sup></li> </ul>
Concise description of UNESCO's work	
<b>Research, knowledge development and dissemination</b>	<ul style="list-style-type: none"> <li>• Advocacy events for dissemination of knowledge and research products and providing knowledge platforms for education actors and teachers, such as the yearly World Teachers' Day and related Fact Sheet, the biennial TTF Policy Dialogue Forum (PDF), the UNESCO-Hamdan Prize that promotes innovative practices for improvement of teaching and learning quality, and more recent global initiatives such as the global policy dialogue 2022 Transforming Education Summit<sup>55</sup> or the Intergovernmental Conferences for policy dialogue on Adult Education (CONFINTEA<sup>56</sup>).</li> </ul>

50. Since 2019 UNESCO presents its resources as an integrated budget framework (IBF), that combines both the regular budget from assessed contributions (RP) and the voluntary contributions (prior referred to as extrabudgetary resources).

51. Data provided by the UNESCO ED Sector, including the regular and voluntary operational budget allocations inclusive of funding gaps to ER5, and IICBA while staff budgets and funds for other cross cutting teacher related activities are not captured in this figure.

52. including activity and staff costs in line with the 41C/5 integrated budget framework

53. In May 2022, an additional four Programme staff and two National Programme officers (NPOs) were active under project appointments to implement extrabudgetary projects. Please view the full organigram (dated May 2022) on page 2 of the *IOS Audit of UNESCO's IICBA*, published in September 2022.

54. These include staff working on teachers as a crosscutting topic, coordinators of the Capacity Development for Education Programme (CapED) in field offices

55. See *Transforming Education Summit: Action Track 3: Teachers, teaching and the teaching profession*

56. See VII CONFINTEA, June 2022.



<b>Normative work and policy guidance</b>	<ul style="list-style-type: none"> <li>• Development and Monitoring of Recommendations, norms, guidance documents and tools, such as the Recommendation concerning the status of teachers (1966), the Recommendation concerning the status of higher education teaching personnel (1997), the International Standard Classification of Teacher Training Programmes (ISCED-T), the teacher policy development guide, the ICT competency framework for teachers (ICT-CFT) or the more recently evolving work on defining 'AI Competency Frameworks for Teachers'<sup>57</sup> UIS also maintains the global database on data and indicators used for monitoring SDG Target 4.c. and develops global standards and measurement methodologies for the monitoring of indicators.</li> </ul>
<b>Capacity building and supporting implementing teacher development</b>	<ul style="list-style-type: none"> <li>• Dedicated programmes in support of capacity development of Members States on teachers issues mainly related to teacher training and teacher management, drawing on the use of technology-supported solutions such as open and distance learning (cf. the Capacity Development for Education Programme (CapED)), the Norwegian Teacher Initiative (NTI), teacher capacity development initiatives in the framework of the partnership with the Blackboard Academy (in the Caribbean) and UNESCO-IICBA's capacity development functions as well as capacity-building of existing teacher education and training institutions. The UNESCO Global Teacher Campus is among the more recent initiatives with an objective to train more than one million teachers by offering self-paced and facilitated online courses to provide a more holistic support model to teachers globally in response to new challenges.<sup>58</sup></li> </ul>
<b>Number of dedicated interventions (in SISTER)</b>	<ul style="list-style-type: none"> <li>• 145 over the 3 biennia (2016-2021)<sup>59</sup></li> <li>• 42 over 2022-23</li> </ul>
<b>Geographical spread</b>	Activities have a global outreach and cover specifically four out of five UNESCO regions (Africa, Latin America and the Caribbean, Asia and the Pacific and Arab States)
<b>Main target groups</b>	Teachers, learners, policymakers, representatives from teacher organizations, researchers, teacher training institutions.
<b>Main partners</b>	Ministries of Education, UN agencies, teacher unions, academia, universities, and members of the Global Education Coalition.

57. Following the SG Vision Statement at the Transforming Education summit, the UNESCO Futures of Learning and Innovation Team organized the first of a [series of consultation meetings in October 2022](#)series of consultation meetings in October 2022, dedicated to the development of a framework on AI competencies for teachers to guide the planning of the national and institutional frameworks, standards or training programmes.

58. The Global Teacher Campus is the flagship program of UNESCO's Global Education Coalition that aims to train one million teachers. It mobilizes partners from all sectors to support teaching professionals and educators in the development of digital skills and pedagogical competencies.

59. As included in SISTER for ER5 (38, 39, 40 C/5) under ER 5, noting that IICBA activities are not fully captured in this number as not systematically included in SISTER.

### Teacher development as a thematic area in the UNESCO ED sector's work

28. Teacher development has consistently been among the UNESCO Education Sector's key priorities over several biennia, and it is considered as one of its global flagships. The Sector responds to needs for contemporary teacher issues and policy options including recruitment and retention; education and training; deployment; career structures/paths; working conditions; reward and remuneration; standards; teacher accountability; and school governance. In more recent times, UNESCO has also led efforts to respond to new contemporary educational challenges and demands through transforming education and learning, focussing especially on UNESCO's global priorities gender equality and Africa across all its actions<sup>60</sup>. Furthermore, as also highlighted in the 'futures of education' report, UNESCO considers teaching as a collaborative profession. Education is seen as not being the sole work of a teacher. Rather, it requires teamwork. It also highlights the need to view continuous professional development as a means of setting the conditions for continuous and collaborative learning within networks. Instead of offering a series of (short) courses to teachers, Member States should put teachers into a lifelong learning perspective, in which teachers are lifelong learners themselves.<sup>61</sup>

### Programme and budget

29. The Programme and Budget of the Organization (C/5) is prepared in the context of an eight-year Medium-Term Strategy (C/4). Given the scope of the evaluation (from 2016 to 2021), the main reference document for this evaluation was the Medium-Term Strategy for 2014-2021 (37C/4) and the corresponding 38, 39 and 40 C/5 Programme and Budget documents. These define the programme of activities and results expected to be achieved at the end of each four-year programming cycle and two corresponding biennial budget periods. Major Programme 1 refers to Education and is implemented through Main Lines of Action (MLA) and specific Expected Results (ER) defined for approximately ten priority programme areas<sup>62</sup>.

30. The thematic area of teachers has been embedded in the MLA 1: ER 5 in the three biennia covered by this evaluation. In the 38 C/5 (2016-17), it read:

60. Teacher Policy Development Guide (2019) [www.teachertaskforce.org](http://www.teachertaskforce.org)

61. UNESCO (2021), Reimagining our futures together: a new social contract for education: <https://unesdoc.unesco.org/ark:/48223/pf0000379707>

62. The 38 C/5 defined eleven Programme areas, while the 39 and 40 C/5 defined only ten Programme areas as a result of efforts towards an increased focus on priority areas within Major Programme 1.

- **MLA 1:** Supporting Member States to develop education systems to foster high-quality inclusive lifelong learning for all
- **ER 5:** National capacities strengthened, including through regional cooperation, to develop and implement teacher policies and strategies to enhance the quality of education and promote gender equality.

In the more recent 39 C/5 (2018-2019) and 40 C/5 (2020-2021), it read:

- **MLA 1:** Support Member States in the implementation of SDG 4
- **ER 5:** National teacher policies developed and/ or implemented and teacher training programmes improved to increase the supply of qualified and motivated teachers.

The change in terminology shows an increasing focus on the broader teacher agenda, including an explicit reference to the qualification *and* motivation of teachers.

31. Teacher development also remains an explicit key priority in the most recent 41 C/5 Programme and Budget for 2022-2023 which was formulated under a new Medium-Term Strategy for 2022-29, the 41 C/4. In line with the United Nations reform, it commits to adopting an integrated and multidimensional programming approach<sup>63</sup> that captures and reflects the Organization's aim to design a targeted interdisciplinary approach to better address the complexity of global challenges. This new programming framework therefore opens opportunities for more intra- and intersectoral initiatives to foster UNESCO's work on teacher development.
32. In the 41 C/5 (2022-23), teacher development is now defined as an output under the ED sector programme, that underlines *improved learning outcomes* as the ultimate goal of UNESCO's work and the role of COVID-19 and the digital and AI transformation for ensuring quality and inclusive education and learning for all:
- **Overarching crosscutting Strategic Objective 1:** Ensure quality equitable and inclusive education and promote lifelong learning opportunities for all, in order, inter alia, to reduce inequalities and promote learning and creative societies, particularly in the digital era.
  - **Outcome 1:** Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all'

63. To this effect, the new Medium-Term Strategy (41 C/4) framework is articulated around four strategic objectives and related outcomes to which sectors contribute, based on their expertise, areas of competence and clear comparative advantage. Several Sectors may contribute to one outcome or output, therefore creating incentive for joint programming and increasing synergies.

- **Output 1. ED 5:** 'Teachers trained and supported to improve learning outcomes and address the changes brought forth by the digital and artificial intelligence (AI) transformation and the COVID-19 crisis'

## Human resources

33. The UNESCO entities primarily responsible for implementing the work plans under Expected Result 5 over the previous three biennia include the ED Section for Teacher Development, which sits in the Division for Policies and Lifelong Learning at Headquarters (five fixed and several temporary term staff), and IICBA (eight fixed term staff and several temporary staff<sup>64</sup>). The Teacher Development section's role is to lead and coordinate efforts on all teacher-related activities within UNESCO, while IICBA focuses on strengthening the capacities of teachers and teaching institutions in the African region. The Institute further helps African Member States develop responsive teacher policies to ensure an increased supply of qualified teachers.
34. These entities' work is complemented by the work of regional bureaus in Education and field offices across all UNESCO regions, which receive a share of UNESCO regular programme funds for ER5 to provide direct support to UNESCO's Member States. Other ED Sections and Category 1 Institutes contribute to teacher issues from a cross thematic perspectives. While not exclusively dedicated to teacher development work, the staff in these entities contribute to a 60 to 70-person Teacher Community of practice<sup>65</sup>. (See Table 2 above for more details on staffing).
35. The Chief of Section of the Teacher Development Section at HQ is also the Head of the Secretariat of the International Teacher Task Force (TTF) which is hosted by UNESCO. The TTF works closely with UNESCO to address the "teacher gap" as well as tackle the issues raised in SDG target 4.c.
36. As teacher development also constitutes a cross-cutting theme in education, within the ED sector, there are several other entities, such as other Sections in the ED Sector and other specialized Category 1 Institutes, whose thematic work involves some focus on teacher development through the lens of their specific field of expertise (i.e., inclusion in education, technical and vocational education training (TVET),

64. Please view the full organigram on page 2 of the *IOS Audit of IICBA*.

65. A dedicated community of practice of 60 to 70 specialized programme staff across UNESCO's field offices and Category 1 Institutes works with the TD Section for implementing decentralised RP funds and voluntary contributions.

global citizenship education (GCED), education for sustainable development (ESD), educational planning, or curriculum). Although these may not be explicitly labelled as resources dedicated to teacher development, their contributions are considered significant (e.g. the Section of Education for Inclusion and Gender Equality; dedicated coordinators of the Capacity Development for Education Programme (CapED) in field offices, or the work of the International Institute for Education Planning (IIEP)<sup>66</sup>, the International Bureau for Education (IBE)<sup>67</sup>, the Institute for Information Technologies in Education (IITE)<sup>68</sup>, and the UNESCO Institute for Statistics (UIS)).<sup>69</sup> Other entities such as Category 2 Centres working in education; and the Associated School network (ASPnet) of primary and secondary schools, and members of networks such as the UNITWIN/UNESCO Chairs Programme at university-level who are in charge of teacher development also contribute to teacher relevant work.

## Financial Resources

37. Over the last biennia, the regular programme (RP) budget dedicated to the teacher capacity-building institute in Africa (IICBA) has remained stable at 1.98 million USD. There has however been a decrease of RP resources in the Education Sector for teacher development activities under Expected Result 5. On the other hand, voluntary contributions have risen steadily over the last three biennia, as shown in Figures 1 and 2 below. More details are provided in Annex 7 'Detailed Description of UNESCO Education sector's work on teacher development'.<sup>70</sup>

66. IIEP is dedicated to supporting educational policy, planning, and management. One of its core missions is to assist countries to better manage their education workforce for improved learning. It develops the capacities of education actors to plan and manage their systems through its programme of training, technical assistance, policy research, and knowledge sharing.

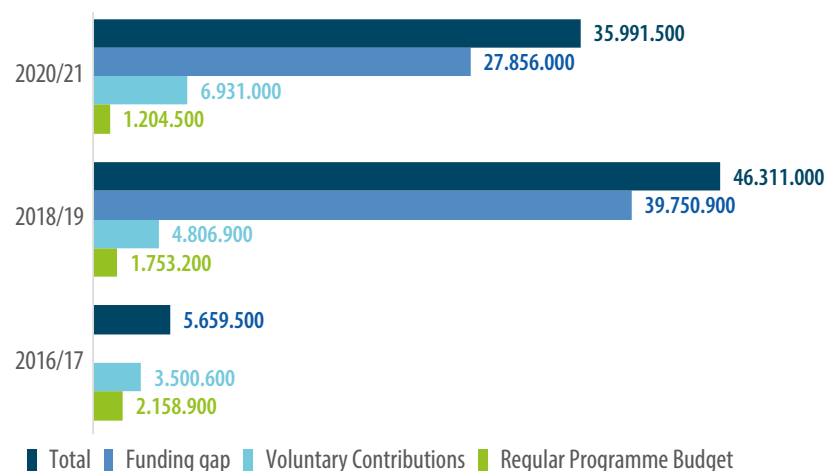
67. IBE ensures fulfilment of the relevant strategic objectives and the thematic areas of the Education Programme, particularly with regard to curriculum, teaching, learning and assessment.

68. IITE developed the Information and Communication Technology (ICT) Competency Framework for Teachers (CFT) to scale up the digital competencies of teachers in view of evolving demands for flexible and blended teaching and learning.

69. The UIS develops methodologies and standards for the production of data on teachers training and qualification that are comparable globally. The Institute also maintains the global database of statistics used for monitoring SDG 4 indicators, including indicators for SDG target 4.c which is related to teachers.

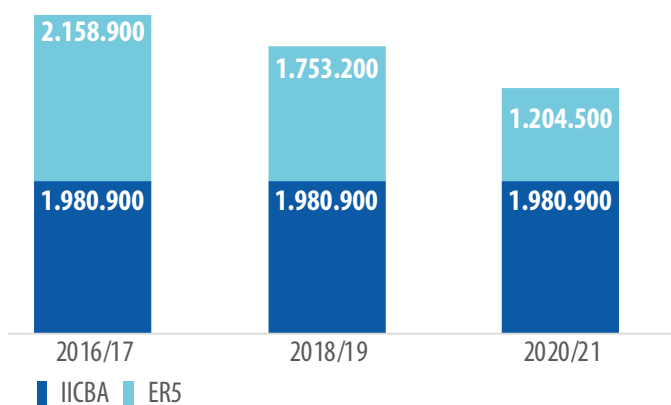
70. Since 2018, UNESCO's budget is calculated using an integrated budget framework, which reflects the secured budget at the beginning of the biennium – both regular programme resources and confirmed voluntary contributions – and the budget it would need to fulfil its programme objectives but has not yet mobilized – i.e., the funding gap.

**Figure 1. RP investment in teacher development (ER5) has declined while voluntary contributions have increased since 2016**



Source: UNESCO Programme and Budget Documents for 2016-2021 (38, 39 and 40C/5) (budget reflected in USD)

**Figure 2. UNESCO's regular programme budget for teacher development has been reduced by 23% in six years**



Source: UNESCO Programme and Budget Documents for 2016-2021 (38, 39 and 40C/5) (budget reflected in USD)

38. Additional resources within the Education Sector and across Category 1 Institutes contribute directly to the work on teachers but are assigned to other multidimensional/cross-thematic projects and initiatives. (i.e., are not assigned to ER5 or IICBA). Considering such a broader perspective on teacher development, where teacher development is a crosscutting theme in activities throughout other thematic areas in the ED sector, additional financial resources contributing to teacher relevant activities across the Education sector are estimated at an amount of roughly US\$ 69 Million between 2018-21<sup>71</sup>. Furthermore, an additional US\$ 2.3 Million from IIEP and US\$ 395,000 from IBE were estimated by these Institutes to contribute to specific teacher related activities over the three biennia.<sup>72</sup>
39. In the 41C/5 for 2022-23, US\$ 21.7 Million (integrated budget) were secured for Output 1. ED 5 on teacher development, with a remaining funding gap of US\$40 million, while IICBA had a dedicated allocation of US\$ 3,3 Million (and a funding gap of US\$11 million). (See Figure 3 below). Overall, roughly US\$ 76 Million or 14% of the ED sector overall resources are dedicated to UNESCO's work on teacher development.<sup>73</sup>

**Figure 3. UNESCO's RP Budget for teacher development in the 41C/5 (including staff costs)**

	Regular Programme budget	Voluntary Contributions	Funding Gap
Output 1 ED 5	9,140,000	12,559,000	40,000,000
IICBA	1,980,900	1,341,000	11,000,000

Source: UNESCO Programme and Budget Documents for 2022-2023 (41 C/5) (budget reflected in USD)

71. This estimated figure is based on the evaluation team's calculations of activity budgets extracted from SISTER. They were identified by using the following keywords; Teach, Teacher, Teaching, Enseigner, Enseignant, Enseignement, Professeur, i.e., it includes activities that to some extents are also contributing to teacher development from a crosscutting or cross sectoral perspective but are not classified as such. The actual proportion of those budgets that are specifically contributing to teacher development cannot be determined.
72. It is to be noted that resources of other Programme Sectors such as the Sciences Sector or the Communication and information Sector that also contribute to teacher development are not included in this analysis
73. Compared to previous C5s, the UNESCO 41 C/5 Programme and budget document includes a new budget structure that no longer presents staff and activity costs as separate categories

## Programmatic focus

40. UNESCO's work regarding the development of teachers focuses on the following five areas as presented in the box below. A detailed description of the UNESCO Education Sector's work on Teacher Development is available in Annex 7.

### Focus Box 1. UNESCO works on teachers in five Key areas

#### 1. The promotion and monitoring of relevant standards and international normative instruments

UNESCO's standard setting function addresses teacher challenges through the application and monitoring of international normative instruments:

- The Recommendation concerning the status of teachers (1966), and
- The Recommendation concerning the status of higher education teaching personnel (1997)

UNESCO together with the International Labour Organisation (ILO) established the Committee of Experts on the Application of the Recommendations concerning Teaching Personnel (CEART<sup>74</sup>) to monitor these two international normative instruments through triennial reports.

The UNESCO Institute for Statistics (UIS) maintains the global database on data and indicators used for monitoring SDG Target 4.c and develops global standards and measurement methodologies for the monitoring indicators. It developed the International Standard Classification of Teacher Training Programmes (ISCED-T) - a framework to support the monitoring of SDG target 4.c.

#### 2. Support to Member States in the development and review of teacher policies and strategies

UNESCO supports Member States with guidance, expertise and/or funding at upstream, midstream, and downstream level in policymaking processes; the preparation and development of education sector plans and strategies; and the review of education policies including teacher policies. Examples include:

74. The CEART is a supervisory mechanisms that supports monitoring and promoting the application of the Recommendations. Composed of experts on education, teaching and labour from around the world, the CEART examines trends in teaching and how countries are applying the Recommendations. The CEART also examines allegations made by teachers' organizations concerning the non-respect of the principles of the Recommendations in Member States, and issues findings and makes recommendations for the resolution of such cases. It advises ILO and UNESCO on promoting knowledge and use of the standard in Member States to monitor these two international normative instruments through triennial reports.

- The Teacher Policy Development Guide (TPDG)<sup>75</sup> was developed under the lead of the TTF in close coordination with UNESCO entities and external partners with the aim to help countries develop an evidence-based national teacher policy.
- The Norwegian Teacher Initiative on, 'Strengthening multi-partner cooperation to support teacher policy and improve learning' has supported the development of national teacher policies in 4 African countries.

#### 3. Developing human and institutional capacities

UNESCO collaborates with Member States and international partners to implement dedicated programmes supporting the capacity development of existing teacher education and training institutions, including with the use of technology-supported solutions such as open and distance learning<sup>76</sup>. This work is evident among other examples, through;

UNESCO-IICBA's capacity development functions aimed at developing the capacity of African Member States to increase the supply of qualified teachers at three levels including 1) policy, 2) institutions, and 3) teachers.

UNESCO's Capacity Development for Education Programme (CapED)<sup>77</sup> implemented in 26 countries, out of which 16 Sub-Saharan African countries. Eight countries hosted teacher training interventions, of which five are in Africa (Burundi, Mali, Niger, Uganda, and Zambia).

Capacity development of teachers conducted by other ED sections, such as the Section on Inclusion and Gender Equality.

75. Teacher Policy Development Guide (2019) [www.teachertaskforce.org](http://www.teachertaskforce.org) (Accessed on 22 December 2021)

76. <https://en.unesco.org/themes/teachers/action>

77. CapED is a multi-donor funded delivery platform for UNESCO's Education Sector that provides a cohesive package of support that mobilizes the Organization's in-house expertise in the framework of the Education 2030 agenda. In relation to target 4.c, CapED focuses on comprehensive teacher policies and the strengthening of teacher training institutions through the development of quality assessment frameworks and improvement plans. The Programme also builds capacities for pre- and in-service teacher training programmes, curricula development, pedagogical supervision, and the piloting and scaling-up of successful initiatives and teaching practices, with particular emphasis on gender-sensitive approaches.



The UNESCO Global Teacher Campus is among the more recent initiatives which has progressively trained 100,000 educators and teachers in six countries in Africa namely Togo, Liberia, Zambia, the Republic of Congo, Namibia and Democratic Republic of Congo, by offering self-paced and facilitated online courses to provide a more holistic support model to teachers globally in response to new challenges.<sup>78</sup>

#### 4. The production and dissemination of knowledge

The focus area aligns with one of UNESCO's core functions as a clearing house. It produces and disseminates research, knowledge, methodological documents, guidelines and strengthens the evidence base for the implementation and monitoring of the teacher target in Education 2030. Examples of work undertaken by UNESCO in this area include the development of:

The Information and Communication Technology (ICT) Competency framework for Teachers (CFT) to scale up the digital competences of teachers. It was authored and piloted jointly by the UNESCO Education Sector and the Communication and Information Sector.

IICBA's Guide for Teachers on youth empowerment and prevention of violent extremism, which has been distributed in seven Anglophone African countries and in nine Francophone countries.

IIEP's guidelines on teacher codes of conduct<sup>79</sup> and publications on teacher career reforms<sup>80</sup>, and on teacher management in refugee settings and on instructional leadership.

#### 5. Advocacy and knowledge sharing

UNESCO advocates for the teaching profession worldwide and disseminates the results of research studies on innovative practices, trends, and the challenges ahead, to maximize use and impact of data and evidence on national policy debates on teachers and teaching policies.

UNESCO celebrates and promotes each year the World Teachers' Day at global and regional levels as well as other local teachers' day. These days are organized to recognize the importance of teachers, shed light on teaching profession issues and to call for action.

78. The Global Teacher Campus is the flagship program of UNESCO's Global Education Coalition that aims to train one million teachers. It mobilizes partners from all sectors to support teaching professionals and educators in the development of digital skills and pedagogical competencies.

79. Available in Spanish and Arabic.

80. Such as the synthesis 'teacher career reforms: learning from experience', available in English, French and Spanish

UNESCO publishes the World Teachers' Day Fact Sheet every year with statistical evidence across teacher dimensions and current trends and forces to inform future initiatives and policy responses.

The Policy Dialogue Forum (PDF), organized every 2 years by the TTF Secretariat, offers a platform for education actors and teachers to delve into what it takes to teach and educate children, youth and adults, and reaffirm the relevance of education as an equalizing factor in society.

UNESCO advocates for the improvement of teaching and learning quality through the UNESCO-Hamdan Prize, which is awarded every two years to recognize innovative practices that contribute to enhancing the quality of teaching and learning around the world, with priority given to developing countries.

Teacher related Global policy dialogue initiatives such as the recent Transforming Education Summit<sup>81</sup> provide an opportunity for advocating globally for the critical role of teachers for achieving learning outcomes, and for achieving SDG 4 and the transformation of education. Two of the Action Track 3 identified strategies for creating an effective education workforce include promoting robust social dialogue and teacher participation in educational decision making and supporting inclusion of refugee and other teachers in crisis settings in national teacher management and development systems<sup>82</sup>.

UNESCO through the TED section promoted innovations and Global policy dialogue on teacher issues in a Lifelong Learning perspective by harnessing the major conferences held in 2022, i.e. the Higher Education Conference, CONFITEA VII<sup>83</sup>, the Transforming Education pre-summit and Summit and the World Conference on ECCE, the Section documented global trends and organized global policy dialogue on current teacher issues (in early childhood care and education, TVET, adult learning and education, and higher education) and most importantly, transformations of the teaching professions<sup>84</sup>.

81. See [Transforming Education Summit](#): Action Track 3: Teachers, teaching and the teaching profession: It also highlighted major challenges, including teacher shortages; lack of professional development opportunities; low status and working conditions; and lack of capacity to develop teacher leadership, autonomy and innovation which need to be addressed through adequate funding, and holistic policies that recognize and support the teaching profession, and improve the teacher status and working.

82. United Nations Transforming Education Summit Thematic Action Track 3: Teachers, teaching and the teaching profession Discussion Paper (Final draft –15 July 2022) <https://knowledgehub.sdg4education2030.org/AT3DiscussionPaper>

83. <https://uil.unesco.org/adult-education/confitea>

84. SISTER - RP Workplan n°3911: Teacher policy support and innovation to address new challenges Progress achieved from 01/01/2022 to 30/06/2022

### 2.3. Summary of the Reconstructed Theory of Change

41. The evaluation team reconstructed a theory of change on the work of UNESCO related to teacher development as emerging from the evaluation, and considering the ToC recently developed by UNESCO for the programming period 2022-2025. We briefly present the main findings while a more elaborated version of the theory of change is presented in Annex 4.
42. The problem statement is a lack of quality teacher policies that are supportive to solve the teacher gap, both in qualitative and quantitative terms, and that support teachers to deal with emerging (educational) crises. Teachers are consistently mentioned as the most critical factor in educational quality and student learning outcomes<sup>85</sup>.
43. Related to this problem statement, UNESCO's goal is to support governments, teacher education institutions and other stakeholders to better prepare and facilitate teachers so that steps are taken towards resolving the teacher gap. Furthermore, UNESCO supports teachers in addressing "the challenges derived from the digital turn and the pandemic, and steer progress, including through innovative pedagogies, to revert learning loss and enhance capacities for inclusive, gender-sensitive and blended teaching and learning."<sup>86</sup>
44. The link between UNESCO's goal and the problem statement is substantiated by the following statement concerning assumptions: "if teacher policies are comprehensive, evidence-driven and crisis-sensitive, if teacher education responds to changing realities, if teacher knowledge is systematically documented and disseminated by peer support and professional learning communities, if innovative teacher policies and practices are effective and disseminated, then trained and supported teachers will contribute to improve learning outcomes and address the changes brought forth by the digital and AI transformation and the COVID-19 crisis."<sup>87</sup>
45. UNESCO's work covers teachers in different settings and, from a lifelong learning perspective, at all levels of education (from early childhood education and care to TVET, higher education and adult education).<sup>88</sup>
46. To achieve this, UNESCO's Education Sector implements a broad set of activities in line with the five functions of the Organization, as described in Chapter 2.2. above. The concrete scope of UNESCO activities in the field of teacher development is summarized in Box 1 above.
47. UNESCO implements its activities by allocating dedicated resources of its ED regular programme budget and mobilized voluntary contributions. It also uses significant staff time to leverage the expertise of its staff within UNESCO HQ (ED and others); field offices and Category 1 institutions. Other resources from Category 2 centres, and associated networks (UNESCO Associated Schools Network (ASPnet) and UNESCO Chairs/UNITWIN), as well as coalitions and partnerships with other organisations and Member States, also contribute to UNESCO's TD objectives.
48. Through implementing its diverse set of activities, UNESCO envisages to establish a change process within countries resulting in improvements related to key dimensions considered crucial to any comprehensive teacher policy; and in improvements of teacher training institutions and their provision and generally improvement of the quality (and quantity) of teachers. This change process is finally directed towards supporting countries' performance on the SDGs (specifically SDG 4.c).
49. Overall, UNESCO's line of reasoning is to support Member States and relevant stakeholders through capacity building, norm setting, technical assistance, developing innovative ideas and through monitoring developments and progress, to advance in their teacher policies and progress towards the achievement of the SDG4.c target in increasing the number of qualified teachers.<sup>89</sup>
50. The line of reasoning and change process relies on assumptions such as Member States' and stakeholders' buy-in; cooperation with key partners; internal coherence of UNESCO's work; agility to respond to (changing) needs and evolving contexts; UNESCO being regarded as a competent and trustworthy partner.<sup>90</sup>
51. The following figure provides a schematic overview of the ToC.

85. UNESCO Institute for Statistics (2019) <http://data.uis.unesco.org/> (Accessed on 22 December 2021)

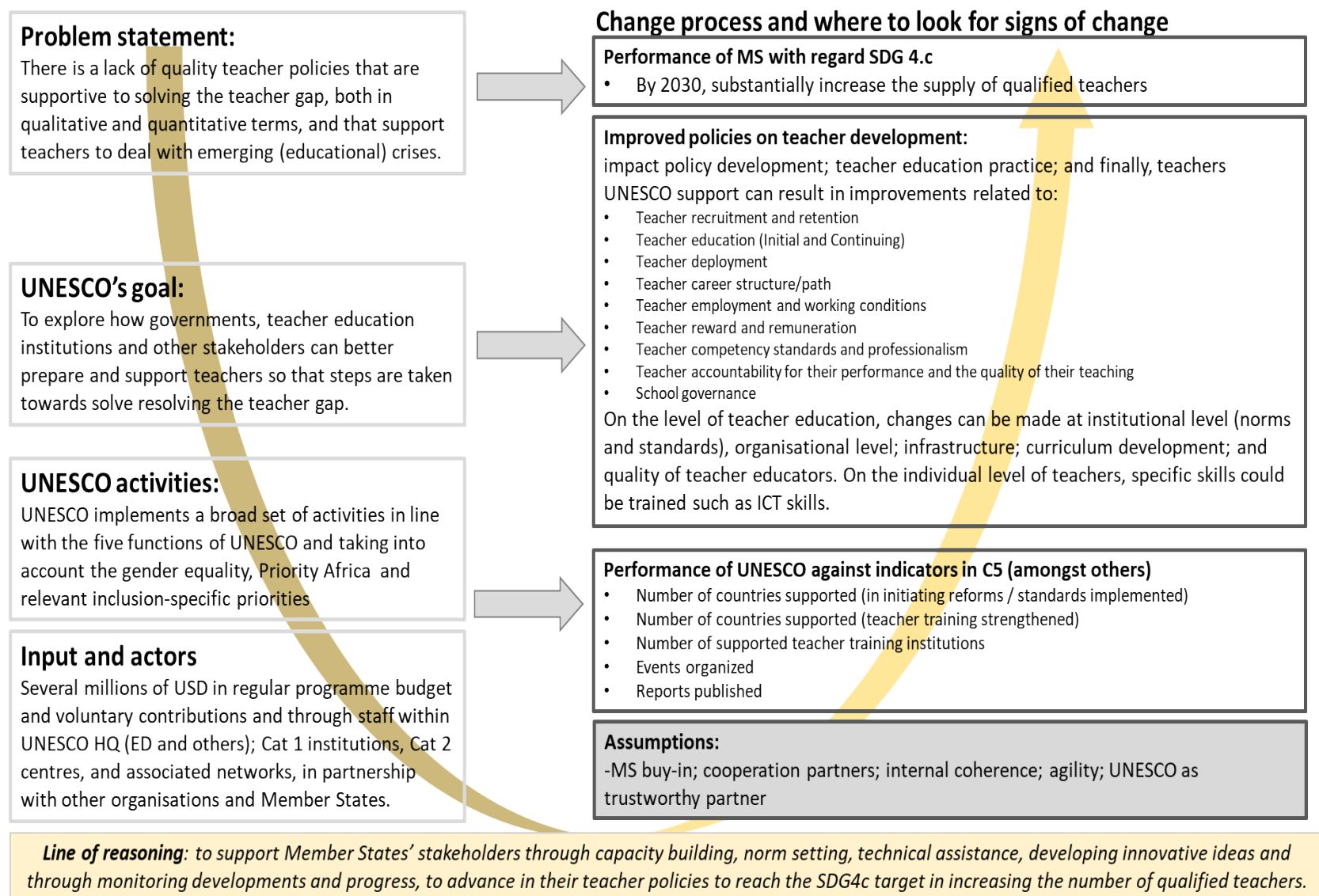
86. UNESCO (2021), Theory of Change on UNESCO's work in the area of teacher development.

87. UNESCO (2021), Theory of Change of UNESCO's work in the area of teacher development.

88. Ibid.

89. The line of reasoning relies on theories concerning setting up an environment in which individuals are capacitated (through increased knowledge; support; resources) to change individual behaviour and finally changing the actions of an organisation/institution/system, leading to impact.

90. These assumptions underlying the change process are generally in line with the assumptions presented in the 2021 Theory of Change of UNESCO's work in the area of teacher development.

**Figure 4.** Schematic overview of the reconstructed ToC 2016-2021





## 3. Main findings

52. This Chapter presents the main evaluation findings. The evaluation questions are answered through analysis and triangulation of all the information gathered on several key dimensions. This information was gathered from different data sources and via different data collection mechanisms. In relation to each key dimension, a summative assessment is presented making use of temperature scales ranging between *no progress* (very low progress observed), *low* (limited progress observed), *fairly low* (some progress observed), *fairly high* (good progress observed) and *high* (extensive progress observed).
53. The tables provide a summary assessment for each key dimension in relation to the respective OECD-DAC criteria and evaluation questions and are followed by a more detailed assessment underpinned by relevant evidence.

### 3.1. Key Dimension 1: Relevance and UNESCO's comparative strengths and opportunities

54. The assessment of UNESCO's relevance, comparative strengths, and opportunities in the field of teacher development relates to the OECD DAC criteria of RELEVANCE and EXTERNAL COHERENCE.

**Table 2.** Summary Assessment related to Relevance and comparative strengths

Judgment criteria assessing the extent to which	Assessment
... teacher development and UNESCO are strategically well positioned	 <p>This is assessed as <b>high</b>: Teacher development is globally well positioned and UNESCO, as the global lead and coordinator of SDG 4, is well positioned within the global development landscape to lead on teacher development issues.</p>
... UNESCO is recognised as having a high reputation and standing in this field.	 <p>This is assessed as <b>fairly high</b>: UNESCO has a respectable reputation and good standing, especially at the global level. There is some risk of its influence decreasing at the national level as new (increasingly active and powerful) players (such as UNICEF, GPE, EWC, WB) emerge, whilst UNESCO remains with limited human/financial capacity to uphold its leadership role. This may also be partly due to increasing dependency on specific project work financed from voluntary contributions (e.g., funding from Norway, Republic of Korea, People's Republic of China, Finland, France, Iceland, Sweden, Dubai Cares)</p>
... external factors are taken on board (esp. COVID-19 pandemic)?	 <p>This is assessed as <b>high</b>: UNESCO was able to adequately respond to the challenges of the learning crisis resulting from COVID-19, by offering high level/ upstream support, but also by engaging in training of teachers and mobilising additional funding for countries to support teachers, and to maintain the momentum for teacher development in follow up to the crisis</p>
... UNESCO initiatives address the needs of Member States and teachers in the area of teacher development	 <p>This is assessed as <b>high</b>: UNESCO's work is considered as highly relevant and responds to countries' and teachers' needs. UNESCO is particularly strong in two areas: i) it is continuously available for support, even in Member States where it does not have in-country presence and ii) its inclusive, participatory approach entails that UNESCO develops its normative instruments and guidance documents based on insights from countries and provides tailored support depending on countries' identified needs.</p>

## Strategic positioning

55. Teacher development features high on global agendas: SDG target 4.c states the objective to substantially increase the supply of qualified teachers by 2030<sup>91</sup>. The International Commission on the Futures of Education<sup>92</sup> acknowledges the power of education for sustainable collective futures that needs to be embedded in a new social contract for education. Teachers and teacher development play a key role in this.<sup>93</sup> The 2022 UN Transforming Education Summit continues to prioritise teachers and states that teaching must be transformed, meaning that “teachers need the conditions, the wages, the resources, the autonomy and the respect they deserve in order to be able to transform education”<sup>94</sup>. Teachers are agents of change and the “backbone of all good education systems”<sup>95</sup>.
56. The COVID-19 pandemic even further brought the essential role played by teachers in continuing teaching and learning online and reducing learning gaps to the forefront. As a result, other international organisations, that previously did not have a specific mandate or priority on teachers, enter increasingly into the field of teacher development. Broad coalitions of partners are built and particularly focus on teacher development, such as [Education Cannot Wait](#) (ECW), the [Global Partnership for Education](#) (GPE), or the [Global Education Coalition](#) (GEC).
57. It is globally well acknowledged that ‘you cannot improve education quality without improving teacher quality and teacher wellbeing’<sup>96</sup>. The responses from the

91. See: <https://sdgs.un.org/goals/goal4> (accessed 15 November 2022)

92. UNESCO (2019), Futures of Education: learning to become: <https://unesdoc.unesco.org/ark:/48223/pf0000370801?posInSet=444&queryId=812a8f42-ff53-4977-ab6a-cd13641a499e>

93. As stated in the final report of the Commission, “In a new social contract for education, teachers must be at the centre and their profession revalued and reimagined as a collaborative endeavour which sparks new knowledge to bring about educational and social transformation.” UNESCO (2021), Reimagining our futures together: a new social contract for education, p. 80: <https://unesdoc.unesco.org/ark:/48223/pf0000379707>

94. UN (2022), Transforming Education Summit: <https://www.un.org/en/transforming-education-summit/about>

95. UN (2022), Transforming Education Summit Vision Statement: [https://www.un.org/sites/un2.un.org/files/2022/09/sg\\_vision\\_statement\\_on\\_transforming\\_education.pdf](https://www.un.org/sites/un2.un.org/files/2022/09/sg_vision_statement_on_transforming_education.pdf)

96. See for instance Andreas Schleicher (OECD): “The quality of an education system can never exceed the quality of its teachers,” <https://www.oecd.org/newsroom/countries-must-make-teaching-profession-more-financially-and-intellectually-attractive.htm> <https://www.oecd.org/newsroom/countries-must-make-teaching-profession-more-financially-and-intellectually-attractive.htm> (accessed 15 November 2022); Stefania Giannini (UNESCO), Robert Jenkins (UNICEF), Jaime Saavedra (World Bank): “Teachers cannot lead education recovery if they are not healthy, safe, and secure.” <https://blogs.worldbank.org/education/there-will-be-no-recovery-without-empowered-motivated-and-effective-teachers> (accessed 15 November 2022).

evaluation survey largely confirm that teachers are regarded as a high-level priority, with 32% of the respondents considering teachers high on the global agenda and 29% believing teachers are a priority at the national level. At both levels, another one-third of the respondents indicate that teachers are somewhat prioritised<sup>97</sup>.

58. Stakeholders consulted through both the survey and interviews confirm that UNESCO is strategically well positioned in the global field of teacher development, leading and coordinating the SDG 4, co-leading on the teacher recommendations<sup>98</sup>, the [CEART](#) and holding the secretariat of the [International Task Force on Teachers](#) (TTF). Furthermore, every 5th of October, UNESCO celebrates and convenes [World Teacher's Day](#)<sup>99</sup> in partnership with the ILO, UNICEF and Education International (EI). It more recently launched the [Global Education Coalition](#) (GEC) to meet the urgent and unprecedented need for continuity of learning in response to the COVID-19 pandemic, bringing together close to 200 partners, who are operating in more than 110 countries. More than seventy percent<sup>100</sup> of survey respondents agree or somewhat agree that teacher development is prioritised in UNESCO's work. Respondents in Africa more often find that UNESCO prioritises teacher development.

## Reputation and standing

59. At the global level, stakeholders consulted unanimously confirm that UNESCO is recognised as the organization that, together with the ILO and EI, kept teachers on the global agendas, even at times when the attention given to teacher development was fading. The establishment of the International Task Force on Teachers in 2008, the 2013-14 Global Education Monitoring (GEM) report focussing on teaching and learning, the creation of a dedicated SDG target 4.c in 2015, were important contributors in the global re-orientation towards teachers. More recently, the Teacher Flagship of the Global Education Coalition<sup>101</sup> established by UNESCO in response to the COVID-19 pandemic re-confirmed the essential role of teachers.

97. n=234

98. ILO/UNESCO (2016), The ILO/UNESCO Recommendation concerning the Status of Teachers (1966) and the UNESCO Recommendation concerning the Status of Higher-Education Teaching Personnel (1997) with a revised Foreword and Users' Guide: [https://www.ilo.org/wcmsp5/groups/public/---ed\\_dialogue/---sector/documents/normativeinstrument/wcms\\_493315.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_dialogue/---sector/documents/normativeinstrument/wcms_493315.pdf)

99. World Teachers' Day is celebrated since the adoption of the 1966 ILO/UNESCO Recommendation concerning the Status of Teachers

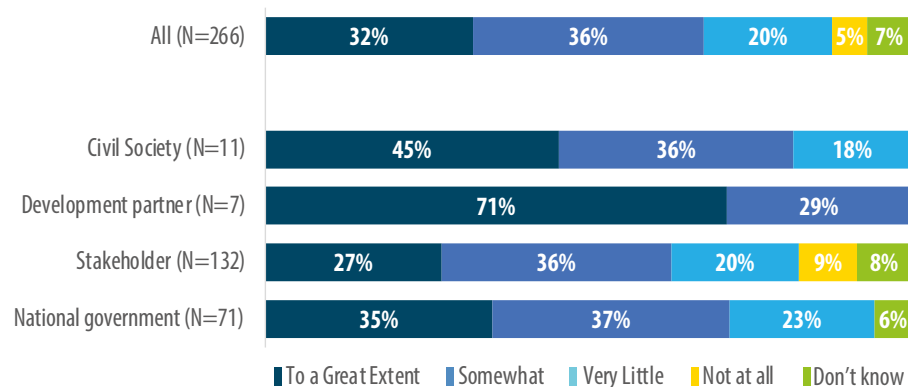
100. n=235

101. See: <https://gloaleducationcoalition.unesco.org/home/flagships/teachers> (accessed 8 December 2022).



60. Furthermore, interviewees and survey respondents representing different stakeholder groups all confirm that the normative instruments (1966 and 1997 Recommendations) are critical. The Committee of Experts on the Application of the Recommendations concerning Teaching Personnel (CEART) monitors the implementation of the recommendations. However, many stakeholders noted during interviews that when these normative instruments are not regularly updated their value for steering national discussions and serving as reference points for policy development are reduced. Moreover, the CEART remains largely invisible to the majority of stakeholders consulted.
61. The survey confirms the global leadership of UNESCO and shows that over two-thirds of respondents agree that UNESCO is recognised as a global leader on teacher development, particularly development partners and civil society partners, among which a majority of stakeholders from Africa (see figure below).

**Figure 5. UNESCO is clearly recognised as the global leader on teacher development**

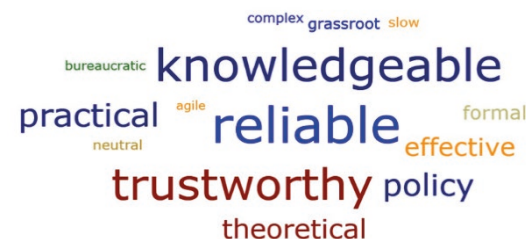


Source: Evaluation survey (n=266)

62. The survey requested respondents to reflect on what word best described UNESCO's work on teacher development. Words like 'reliable,' 'knowledgeable,' 'trustworthy,' 'practical,' and 'policy-level' clearly stand out<sup>102</sup>. These selections show a high appreciation of UNESCO's work and convey a positive image of an organization that is a reliable and trusted partner providing practical and timely support.

102. N=266.

**Figure 6. Words associated with UNESCO's work on teacher development from survey**



Source: Evaluation survey (n=266)

63. At the national level, UNESCO's reputation and standing may differ depending on the national context and the presence of other development partners. The findings from the case studies support the overall conclusion that UNESCO has a respectable reputation and standing, but also reveal that this can vary with the emergence of new and/or more resourceful and powerful players.
64. UNESCO's human and financial capacity is insufficient to uphold the standing and reputation across its comparative strengths. At country level, UNESCO is engaged in activities (such as capacity development) where other financially more powerful organisations are also engaged, shaping the way the Organization is perceived at the national level. For example, in Jamaica, several stakeholders considered UNESCO's added value in the field of teacher development as *not being very visible before the pandemic*, but perceived UNESCO's strengths as a convening power and capacity developer to be more evident thanks to the portfolio of activities it undertook in response to COVID-19. Other players such as UNICEF are considered primary stakeholders for government and remain more visible, as UNICEF is more recognized and better resourced compared to UNESCO.
65. Nevertheless, in most contexts, UNESCO remains a respected leader. In Cambodia for instance, the Joint Technical Working Group (JTWG) trusted UNESCO and thus nominated it to endorse the role of a grant agent for the Strengthening Teacher Education Programme in Cambodia (STEPCam) project. The CapED's support to the development of the teacher sector was instrumental for this decision. This meant a major reputational boost for the Organization which positioned UNESCO as a front-runner in teacher development, a position that had been – according to interviewees – gradually decreasing over the past five years. In Ghana, UNESCO is seen to function as a convening power and can bring relevant stakeholders together.

This proved particularly important in the Norwegian Teacher Initiative (NTI) project, where a national Teacher Taskforce composed of all relevant national stakeholders was founded and where UNESCO concentrated on linking ministry officials with development partners and public and private institutions.

### **Responsiveness to external factors (esp. COVID-19 pandemic)**

66. Despite the devastating impact of the COVID-19 pandemic on societies and education, it provided a momentum for re-affirming teachers as a critical global priority. The COVID-19 pandemic also allowed UNESCO, together with partners, to mobilise additional substantial resources to develop emergency responses to the learning crisis<sup>103</sup>. The survey results indicate that close to 60% of respondents<sup>104</sup> rate UNESCO's overall response to emergencies such as COVID-19 as effective. Development partners and stakeholders were slightly more critical, but overall show a positive appreciation of UNESCO's response. They deem it was at least somewhat effective
67. Overall, UNESCO was able to respond quickly to support teachers, by offering training on digital skills for teachers, drafting guidelines for governments within 3-4 weeks of the outbreak of the pandemic and convening meetings (together with the International Task Force on Teachers) at global and national level. As demonstrated in all the country case studies at national level, UNESCO's actions in response to COVID-19 are highly visible and effective.
68. For example, in Jamaica, COVID-19 clearly provided an opportunity for UNESCO to reposition itself in the region as a catalyst for international cooperation. Through the Global Education Coalition (GEC), UNESCO led the Blended and Online Learning Programme for Caribbean Teachers and cooperated with several stakeholders as a trusted and significant partner, also securing funding from bilateral donors and support from UNICEF. In Niger, during the school closure, UNESCO supported the distribution of protection kits among teachers and training sessions for regional directors on the adaptation of the school routines to the sanitary recommendations related to COVID-19. It also mobilized project funding, particularly through CapED, for the elaboration and translation into seven national languages of visual brochures

informing on protection practices. In Cambodia, following school closure, UNESCO was the first development partner to approach the Ministry of Education to develop online/ video material for teachers to use to ensure the continuity of teaching and learning in an online/distance modality.

69. Furthermore, UNESCO advocated for teachers to be recognized as frontline workers and vaccinated more quickly, monitoring teachers' vaccinations worldwide<sup>105</sup>.
70. These examples underpin the large agreement among all stakeholders that UNESCO was able to adequately respond to the emerging learning crisis by offering high level, upstream support, but also by engaging in training of teachers and mobilising additional funding for countries to support their teachers.

### **Relevance of UNESCO's work at the national level**

71. Most country level interviewees underlined that UNESCO's projects are accompanied by extensive preparatory activities such as the mapping of the specific needs of the country, and broad consultations involving all relevant stakeholders to explore how a project could respond to these needs. Furthermore, the guidance and tools developed (for instance in cooperation with the TTF) are developed based on an identified need from countries.
72. A majority of survey respondents also confirm that UNESCO is able to respond to national needs (58% agree at least somewhat), while almost two-thirds confirm that UNESCO initiatives address teachers' needs directly<sup>106</sup>. Respondents working in Africa, Latin America and the Caribbean appear more inclined to agree with these statements.
73. Over two-thirds of respondents (67%) – mostly in Asia – at least somewhat agree that UNESCO's work in countries is aligned with the priorities of other development organisations. The country case studies further illustrate this trend. In Cambodia, UNESCO's work is completely aligned with the national teacher policies. In Ghana, the Norwegian Teacher Initiative helped to define the national priorities and in Niger and Jamaica UNESCO responded well to the most pressing needs to develop teachers' capacities.

103. See: <https://globaleducationcoalition.unesco.org/home/flagships/teachers> (accessed 8 December 2022).

104. N=220

105. See: <https://www.unesco.org/en/articles/monitoring-teacher-vaccination-against-covid-19> (accessed 8 December 2022)

106. N=173

74. Overall, the evaluation confirms that UNESCO's work is relevant and responds to countries' and teachers' needs. Among UNESCO's particular strengths, stakeholders also mentioned the Organization's continuous support, regardless of its in-country presence, and UNESCO's normative guidance and tools which can be tailored to identified needs.




### Future orientation on relevance

75. The evaluation found consistent evidence supporting the need for **strengthening and revitalising the normative instruments**. The 1966 and 1997 recommendations, while not binding, apply to all countries and set norms to regulate the teaching profession. Many survey respondents and interviewees confirmed they were still very relevant today, but also underlined that they required urgent updating. Among other, many interviewees (at global, regional, and national level) highlighted that UNESCO should place more attention on the implementation of the normative instruments. They also believe there is a need for incentives that stimulate countries to monitor the implementation of the existing normative frameworks. Increased visibility of the CEART and increased knowledge about its role and functioning, in regard to submission and resolution of allegations that are dealing with violations of teachers' rights, should help trigger positive developments in countries to follow up on these recommendations.
76. Another area where some interviewees saw room for improvement was UNESCO's **'laboratory of ideas function'**. Stakeholders voiced the expectation for UNESCO to define perspectives on the future of the teaching profession<sup>107</sup> even beyond 2030. Some also see a necessary evolution towards **expanding the scope of UNESCO's work to other education personnel** such as school leaders and teaching aids who are recognised as holding an increasingly important role in providing quality education within the broader education system.

## 3.2. Key dimension 2: Partnerships, cooperation, and resource mobilisation

77. The assessment of UNESCO's partnerships, cooperation and resource mobilisation for teacher development relates to the OECD-DAC criteria EXTERNAL COHERENCE, RELEVANCE and (FINANCIAL) SUSTAINABILITY).

**Table 3.** Summary Assessment related to partnerships, cooperation and fundraising

Judgment criteria assessing the extent to which		Assessment
... UNESCO ensures complementarities, synergies, and coordination with global and national level stakeholders.		This is assessed as being <b>fairly high</b> . There is generally good alignment at global level and work is actively undertaken to achieve this as exemplified through the COVID-19 response partnerships and coalitions. At the national level, it has in some contexts been more difficult for UNESCO to delineate its strategic position in relation to other actors, particularly in countries where there are overlaps around capacity building activities.
... UNESCO utilised its networks to mobilise resources		This is assessed as being <b>fairly low</b> . At the global level, UNESCO has been able to secure some resources from multilateral donors, such as GPE, the EU, as well as other UN agencies and individual countries.  While voluntary contributions increased over time, these remain focused on capacity development and overall modest compared to the identified needs. Advocacy efforts at the national level to commit national funds to teacher development are appreciated and lead to engagement, but this remains relatively limited for investments in structural changes (e.g., investing in teacher status, salaries and wellbeing).
... Member States are engaged in the teacher development agenda		This is assessed as being <b>fairly high</b> . UNESCO has played a key role in establishing a consensus and engagement around teacher development with relevant stakeholders in Member States. The Teacher Task Force membership is expanding, and World Teachers' Day successfully draws attention to the teacher agenda. However, in most instances the level of national ownership and engagement in follow up of specific project activities is a precondition for their sustainability.

<sup>107</sup>. As proposed in the context of the 'Futures of Education' report

## Complementarity of UNESCO's work

78. As underlined by many interviewees, the extent to which current and emerging teacher development challenges can be successfully addressed depends on the coherence and effective cooperation between UNESCO and relevant stakeholders at the national, regional, and global levels. The survey shows that at the global level, most respondents agree that UNESCO actively seeks complementarities with other development organisations in its work in teacher development (64% agree to a great extent or somewhat agree, while only 2% firmly disagree). There is also consensus among stakeholders consulted that UNESCO's priorities are highly aligned with those of other development organisations as shown across the case studies and confirmed by 67% of survey respondents who strongly agree or somewhat agree (none of the respondents disagree).
79. Interviewees – both internal and external stakeholders – believe UNESCO has been more successful at seeking complementarities at the global level compared to the national level. The good alignment at global level is achieved through a variety of mechanisms that draw extensively on UNESCO's acknowledged convening power, as demonstrated by UNESCO's initiative and leadership of the Global Education Coalition.<sup>108</sup>
80. When comparing UNESCO's work on teachers with that of other prominent global organisations<sup>109</sup> (see table 4 below), it becomes noticeable that none has embraced as comprehensive an approach as UNESCO, whose activities range from national to global level activities and cover the full range of teacher-related issues (working conditions, health; professional development; knowledge development and capacity building) across all levels of education.
81. Most other organisations focus on a specific core task (e.g., OECD mainly on research; EI and ILO mainly on advocacy; EC/World bank, mainly funding support). The organisation that comes closest to UNESCO in terms of scope and reach is UNICEF, except that UNESCO covers all levels and all stages of education from early childhood to lifelong learning.

108. UNESCO has demonstrated its ability to convene actors to generate new teacher development agendas and reinforce progress towards the targets of SDG 4.c. This is well illustrated by UNESCO's leadership role in the establishment of the Global Education Coalition, which focused on education responses to the COVID-19 pandemic. This has a flagship priority on teachers, through which professional development has been designed and delivered to enable teachers to gain digital and remote teaching skills for them to work confidently within alternative education delivery systems.

109. Annex 10 provides a concise description of partners priorities and approaches.

82. UNESCO's key comparative strength lies in covering the whole spectrum of activities, from normative work, advocacy, knowledge development, policy development work, to capacity building of teachers, all underpinned by a strong partnership approach. Furthermore, interviewees confirm that UNESCO's convening power with education actors ensures complementarity of work both at a global and national level, which is highly valued by many partners, including key partners in the Global Education Coalition. UNESCO's cross-sectoral coverage also offers opportunities for targeting teacher development as components of other thematic areas of work, in support of developing skills for teachers such as Education for Sustainable development, global citizenship education, greening TVET and gender responsive pedagogies, as identified in the Jamaica case study.

**Table 4.** Compared to other international partners promoting teacher development, UNESCO is particularly strong in norm-setting, supporting policy development and knowledge production

	Normative work (advocacy)	Policy development	Capacity development	Policy implementation	Teacher training	Research / knowledge development
UNICEF	Not covered					
World Bank	Not covered	\$\$\$	\$\$\$	\$\$\$	\$\$\$	
GPE	Not covered	\$\$\$	\$\$\$	\$\$\$	\$\$\$	
OECD	Not covered					
ILO	Not covered					
EI	Not covered	Not covered				
European Commission			\$\$\$	\$\$\$	\$\$\$	
UNESCO	Not covered	Not covered	Not covered	Not covered	Not covered	Not covered

### Legend

Not covered	Slightly covered	Somewhat covered
Covered to a great extent	\$\$\$	Funding

Source: Landscape analysis conducted by the evaluation team.

83. Another aspect that stands out as UNESCO's key strength, together with ILO and EI, is that UNESCO enables teachers to have a voice in the national and global level discussions concerning their profession. As a 'critical friend' of national governments,

UNESCO brings the perspective of teachers on board in national debates. The broad representation within the International Task Force on Teachers is a clear example of this inclusive approach. Other examples are the emphasis on establishing structures such as National Teaching Councils, expert groups and Local Education Groups (LEGs) that include teacher associations and representatives in the development of national teacher policies<sup>110</sup>, as was done in Jamaica.

84. Many development partners have gradually ventured into teacher development, both in terms of dedicating budgets for down-stream capacity development (like UNICEF, GPE, ECW, WB), and in terms of upstream political support (for instance the 'Education Commission,' approaching the teachers issue from a financing perspective<sup>111</sup>). As a result, those organisations are increasingly entering areas of work considered traditionally as UNESCO's niche areas and entering more centre-stage at national level teacher development projects and programmes.
85. At the national level, the effectiveness of UNESCO coordination to enhance alignment and avoid duplication of activity is variable. Some interviewees from across the globe were concerned that UNESCO activities were not sufficiently complementary at the national level. In countries where UNESCO has a strong presence and where there are robust and effective coordination structures in place (for example, Education Sector Working Groups or Local Education Groups), harmonisation and coherence in scoping and conceptualising teacher development activities has proven relatively effective. The Jamaican case study illustrates how UNESCO has effectively borne and fostered cooperation to rapidly respond to an urgent need. However, where these structures are not as robust or where leadership of the appropriate group is weaker, a lack of coordination can lead to duplication and overt competition between UNESCO and other donors and actors (as was the case in Niger for instance). This is particularly evident around the work on capacity building, where for example some respondents from Cambodia point to insufficient involvement of other development partners and / or national stakeholders in the conceptualisation and design of UNESCO-led teacher capacity-development activities.

110. As also underlined in the NTI evaluation, where the establishment of National Teaching Councils with support from UNESCO allowed inclusive approaches and remain the key enablers for sustainability and implementation of newly developed teacher policies, such as in Uganda, and Malawi.

111. See: <https://educationcommission.org/> (accessed 15 November 2022)

## **Mobilisation of resources**

86. UNESCO has successfully leveraged its extensive partnerships to mobilise resources from a small number of mainly bilateral donors to support specific initiatives. This is generally initiated through UNESCO HQ and Category 1 institutes but sometimes through Regional Offices.<sup>112</sup> The noticeable increase in the value of voluntary contributions<sup>113</sup> over the last couple of years – including from new donors – is an encouraging sign. By the end of 2021, the funding gap for developing teacher policies (ER5) was filled and additional resources allocated<sup>114</sup>. Interviewees indicate that the need in every biennium to find such additional resources means that UNESCO also engages in projects from donors because they carry funding even in instances where the projects may not necessarily be fully aligned with strategic priorities. A majority of projects (35% of the 145 in the ER5 portfolio) funded by voluntary contributions are supporting capacity development initiatives.
87. The country case studies reveal that UNESCO, drawing on its reputation, can mobilise national ministries for projects. While this can provide impetus to policy development, it remains difficult for UNESCO to convince national governments to fund more structural changes to enhance teacher development beyond capacity-building initiatives. Yet, such investments – whether from countries' own national budget or through support from development partners – would help improve the position of teachers by sustaining reforms or scaling up pilot-approaches initiated by UNESCO. This has implications both for new activities and for leveraging, embedding and sustaining UNESCO's in-country work. Indeed, UNESCO may for instance help a country develop a teacher policy, however the implementation of the ambitions

112. Current high value examples include the funding for the Norwegian Teachers' Initiative (5.3M USD from Norad), the Korean Funds in Trust for example in the 'ICT Transforming Education in Africa' (6M USD in the first phase 2016 – 2019), the CapED programme (approx. 10M USD for teachers in 2016-2021) with funding from Dubai Cares, Finland, France, Iceland, Norway and Sweden, funding to IICBA for various projects from the Japan Funds-in-Trust (approx. 3.4M USD), and GPE grants such as the 14M USD for the 'Strengthening Teacher Education in Cambodia (STEPCAM) programme, complemented by another 7M USD variable funds to the Capacity Development Partnership Fund for teacher development.

113. The UNESCO integrated budget framework (IBF) for teachers combines both the regular budget from assessed contributions (RP) and voluntary contributions (prior to 2019 referred to as extrabudgetary (XB) resources).

114. Based on Executive Board, Financial management report for 2020-2021 (40 C/5), 31 December 2021, 214 EX/4.II.A.INF.2.



laid out in that policy would require subsequent funding which UNESCO can often not provide, and a longer-term funding framework at country level may be lacking.

88. The resource mobilisation process at country level is affected when partners are not brought in sufficiently early in the project design and planning phases. Longer-term strategic partnerships such as within the CapED framework offer better opportunities to gather more resources for teacher development, at national level. An example of this is the emergence of the STEPCam project, building further on the CapED project. Stakeholders consulted highlight that securing funding for teacher development work is highly competitive and requires clear positioning of UNESCO and its teacher development agenda compared to those of other development partners.
89. Finally, mobilising resources can be further hindered by the more structural nature of support to teachers that UNESCO advocates for. External donors are often more willing to fund operational activities, such as capacity building interventions, and are less keen on supporting the upstream work or building sustainable partnerships, which is the expertise of UNESCO. Investment in initiatives that target teacher's status and working conditions is still seen less as a priority compared to investments in teacher capacity development. Yet, without operational funding, the visibility of UNESCO tends to diminish. Related to this, UNESCO internal interviewees underline that country level work also provides access to national level stakeholders and helps to gather examples of good practice.

### **Engagement with Member States**

90. UNESCO is playing a key role in establishing a consensus amongst Member States on the need to target teacher development and shift behaviours. Many Member States, particularly in Africa, show good levels of engagement with this agenda supported through various mechanisms and initiatives. For example, UNESCO (through CapED, NTI support and IICBA) provided policy reference and guidelines for the Ugandan Ministry of Education to institutionalise social dialogue as a mechanism to improve teachers' professional support and motivation. This resulted in the creation of a Teacher Social Dialogue Framework. Furthermore, the membership of the Teacher Task Force is expanding, and the Policy Dialogue Fora play a key role in the successful dissemination and exchange of knowledge in activities related to teacher

development<sup>115</sup>. The UNESCO/TTF Teacher Policy Development Guide is pivotal in facilitating the implementation of a group of country support activities aimed at developing and updating teacher policy frameworks.<sup>116</sup>

91. UNESCO's deep engagement with Member States is illustrated in the country case studies. Cambodia is involved in the teacher development agenda and has, with the support of UNESCO, drafted a roadmap towards the SDG 2030 goals which includes clear interim targets. In 2016, Cambodia also offered to host and support funding for the Teacher Task Force Policy Dialogue Forum.<sup>117</sup> Furthermore, UNESCO's role in the GPE Knowledge & Innovation Exchange (KIX) hub (Africa 21)<sup>118</sup> is helping to engage countries in Africa with innovations and data in relation to teacher development whilst the World Teachers' Day (WTD) plays a role in drawing attention to the teacher agenda. In Jamaica and across other countries in the Caribbean, UNESCO supported national stakeholders in the establishment of National Teaching Councils, with the aim of establishing and maintaining professional standards for the teaching profession.
92. Governments are however not always fully aware of all the dimensions of UNESCO's role, including its role in monitoring normative instruments. Member States' level of ownership of specific teacher development projects involving UNESCO is mixed. Ownership is hindered by the lack of resources to take forward policies and embed them into structures and practices, which is also diminishing the potential for sustainability. Where projects can collaboratively generate future objectives with government agencies or departments, ownership is more active and consolidated as can be illustrated by the Cambodian case, through the development of the roadmap towards the SDG 2030 goals and the STEPCam project.

115. Technopolis (2021), External Evaluation of the International Task Force on Teachers for Education 2030 for its 2018-2021 Strategic Plan: <https://teachertaskforce.org/sites/default/files/2021-09/TTF%20evaluation%20Final%20Report.pdf><https://teachertaskforce.org/sites/default/files/2021-09/TTF%20evaluation%20Final%20Report.pdf>

116. Over the period 2018 – 2021, UNESCO and the Teacher Task Force have successfully supported nine countries in the process of developing a comprehensive revision of their teacher policy. It has also supported countries to implement the participation of teacher organisations and other stakeholders in social dialogue. Examples are Madagascar, Benin, and Lao PDR.

117. See: <https://teachertaskforce.org/events/9th-international-policy-dialogue-forum> (accessed 15 November 2022).

118. <https://www.gpekix.org/regional-hubs> (accessed 15 November 2022).

### Future orientation on partnerships



93. The findings from the evaluation are also reflected in the views of global partners. They underlined and clearly appreciated the recent **enhanced efforts of coordination and engagement** on both sides. This contributes to further strengthening trust and synergies across the global landscape of partners active in teacher development. Interviewees also see a particular added value in the **systematic mapping of all relevant stakeholders and partners**, as something that can typically be provided by UNESCO, especially at the country level. This would allow all partners to bring relevant stakeholders on board and engage new partners early in the design stage and in planning processes, with the aim of strengthening systemic approaches and establishing a joint longer-term vision for teacher development. One interviewee referred to advocating for **'design with scale in mind'** which can only be successful by engaging in longer-term strategic partnerships.<sup>119</sup>



119. An example is the joint UIS/GEM Report work that shall support Member states define their national benchmark for selected SDG 4 indicators, including SDG 4.c.1 - the global indicator used for monitoring SDG target 4.c. The aim of the benchmark exercise is for countries not only to commit politically to produce the indicators at the national level, but also to set their own target to achieve them within a defined period. Currently, due to intense advocacy efforts by UIS in partnership with the GEM Report, the SDG 4 benchmarking process is widely supported by international and regional organisations and led to 88% of Members states establishing their national commitments for 2025 and 2030 (see <https://unesdoc.unesco.org/ark:/48223/pf0000382076>).

### 3.3. Key dimension 3: Internal coherence and cooperation

94. The assessment of internal coherence throughout the Organization and interdisciplinary cooperation relates to the OECD-DAC criteria INTERNAL COHERENCE, EFFICIENCY, and EFFECTIVENESS.

**Table 5.** Summary Assessment related to internal coherence and cooperation

Judgment criteria assessing the extent to which	Assessment
... teacher development is substantially referred to in other education sector priorities such as curricula, policy and planning, ESD, GCED and gender equality in and through education	 <p>This is assessed as being <b>fairly high</b>. The programmatic coherence on teacher development has improved over the biennia and is expected to further increase, as a result of several measures. These include the new structure for UNESCO's Programme and Budget 41 C/5, the consolidation of the Teacher development Community of Practice, and the development of the Theory of Change of UNESCO's work on teacher development. These measures are expected to reduce the programmatic tensions or overlaps (between HQ and FO, UNESCO HQ and the category I institutes and between the teacher development section and other UNESCO ED sections and other Sectors) reported in certain instances and identified to some extent in the assessment of work in prior biennia.</p>
... expertise is utilised and mobilised	 <p>This is assessed as being <b>fairly high</b>. There is a good level of exchange of information between the different UNESCO entities and good knowledge about where expertise is located, thanks to the creation of the Teacher Development Community of Practice. Furthermore, while there are challenges related to mobilising the right expertise at the right time since different UNESCO entities have different funding and governance arrangements, the cooperation between UNESCO entities is positively assessed. Nonetheless, several interviewees see room for enhancing the internal knowledge management function.</p>

Judgment criteria assessing the extent to which		Assessment
... the infrastructure is adequate in supporting internal coherence in teacher development		This is assessed as being <b>fairly high</b> . While there is generally good cooperation between UNESCO entities (between HQ and FO, between UNESCO and Category 1 institutes), the governance, fundraising and reporting structures sometimes lead to a fragmented UNESCO approach to teacher development. External stakeholders especially find it difficult to navigate. Although actively involved in initiatives for capacity development of teachers in Africa led by other UNESCO entities, the role and positioning of IICBA as the UNESCO institute devoted to teacher development in the African context was often raised as an issue. It remained less visible to external stakeholders compared to other UNESCO entities who are also working on teacher issues in the continent.
... the resources are adequate in supporting internal coherence teacher development		This is assessed as being <b>fairly low</b> . Interviewed stakeholders largely agree that financial and human resources remain insufficient to ensure effective coordination between all entities (HQ, FO and institutes).

### Programmatic coherence

95. Within UNESCO, teacher development is covered by different parts of the Education sector as already described in Section 2.2<sup>120</sup>. Other Programme Sectors (culture, natural sciences, social and human sciences and communication and information) also contribute to intersectoral work on teacher-related issues (see for instance the work undertaken with the Culture Sector to integrate living heritage in school-based education or the ICT Competency framework for teachers developed jointly with

120. Most importantly, at HQ a specific Section for Teacher Development (and Secretariat of the International Task Force on Teachers for Education 2030) is situated within the Division for Policies and Lifelong Learning Systems. Besides this, teacher development features in the work of other sections and divisions as well (such as Division for Peace and Sustainable Development, as teachers will have to teach learners on these such new and evolving subjects; and the Division for Education 2030, as the SDG target 4.c is devoted to teachers.

the Communication and Information Sector<sup>121</sup>). This demonstrates UNESCO's wide-ranging coverage of teacher related issues. There is an opportunity to address these from a broad, holistic and crosscutting perspective, if coordination and collaboration between the relevant entities can be achieved.

96. More recently significant efforts have been made to enhance programmatic coherence. These include the crosscutting structure of the new Medium-Term Strategy (41C/4) and related Programme and Budget (41 C/5), the creation of a Community of Practice active across all relevant entities, and the development of a Theory of Change that provides a common framework for UNESCO's teacher development work to which all entities will contribute. However, when reflecting on the past, interviewees point to weaknesses in the programmatic coherence which have not yet fully been overcome. The following tensions in terms of coherence are indicated:
97. **Between global approaches and (national) projects.** This relates to the programmatic coherence of HQ and field offices. National stakeholders may engage directly with UNESCO HQ, while the field office might engage separately at project level in line with donor requests.
98. **Between the work of the teacher development section and other ED sections and other Programme sectors that also work on teacher related topics.** The intention to work from a more crosscutting and holistic perspective and close coordination with other thematic ED sections (such as TVET, GCED, ESD) and other UNESCO programme sectors (culture, natural sciences, social and human sciences) on teacher issues remains challenging, according to interviewees at UNESCO, as the programming, financial and accountability structures and processes are not yet aligned to the needs of Sectors to enable them to work through more holistic and crosscutting approaches. This only happens in rare instances (e.g., the Communication and Information (CI) sector is active in the field of technology in education and co-developed the ICT Competency framework for teachers jointly with the ED sector). Another more recent example is the [International Forum on AI and Education](#), dedicated to "Steering AI to empower Teachers and Transform

121. UNESCO/EU (2021), Teaching and Learning with Living Heritage: A Resource Kit for Teachers: <https://ich.unesco.org/doc/src/52066-EN.pdf>, and the UNESCO ICT Competence Framework for Teachers. <https://www.unesco.org/en/digital-competencies-skills/ict-cft>

Teaching” which is initiated by the ED Division for Future of Learning and Innovation in collaboration with the TD Section<sup>122</sup>.

99. **Between UNESCO HQ and the TTF.** The coordination between UNESCO's Teacher Development Section and the International Teacher Taskforce is well assured as the Secretariat of the Taskforce is hosted by the teacher development section. Most interviewees see this as a win-win arrangement for both entities which leads to complementarities and synergies<sup>123</sup>. Interviewees (mainly UNESCO internal respondents) do however raise concerns as it remains challenging to clearly differentiate between the agenda and work of UNESCO and that of the TTF, making UNESCO's position and work at times less visible. Some external stakeholders seem not to make a distinction between UNESCO's and the TTF's voice while others expect UNESCO's position to be voiced more distinctively from the TTF.
100. **Between UNESCO HQ/FO and the Category 1 institutes.** The coherence between UNESCO HQ and FO on the one hand, and the Category 1 Institutes on the other hand, is less clear. Despite some collaboration in particular at the FO level in the context of larger extrabudgetary projects such as CapED or NTI, Category 1 Institutes are functionally autonomous, operating within their own strategic planning, and priorities and largely depending on their own resource mobilisation. While they are committed to contributing to UNESCO's expected results, the institutes do not always fully and consistently work in line with the strategy and vision for the thematic area as defined by the TED section. Some stakeholders also noted instances of different terminology being used between institutes and HQ. More joint efforts at the planning stage could help strengthen coordination and collaboration in implementation.
101. As underlined by UNESCO staff, but also external stakeholders, the programmatic coherence across sections is often hampered by limitations in human resources. The Teacher development section is too small to coordinate and connect with all the ongoing activities dealing with teachers. Sometimes they are informed and asked to be involved in activities and initiatives of other Sectors or other entities, but limited time and resources impede full engagement. The autonomy of institutes and decentralisation of responsibility to field offices also contribute to UNESCO HQ staff

not being always fully aware and engaged, which may be hampering the coordination and oversight. Nonetheless, the Community of Practice was consistently reported as a welcome and positive step, as it provides an adequate platform for more regular exchange and internal knowledge dissemination.

102. In terms of programmatic orientation, UNESCO also tries to broaden its discourse on teachers to cover the whole ecosystem that surrounds and supports teachers across all levels of education. UNESCO's work is not necessarily confined to teachers and teacher capacity development but can refer to all those professionals that work for the benefit of the learners, such as trainers (in TVET), caring professionals (in early childhood education and care), teaching assistants, head teachers, administrative support staff and parents. This is to emphasise the holistic nature of further improving educational quality and the role that professionals (including teachers) play in supporting this. Mobilisation of internal expertise and organisational coherence.
103. Several interviewees within UNESCO indicate good working relationships between the different UNESCO entities working on teachers. Furthermore, there is a clear understanding of where a certain kind of expertise is available and how to best avoid overlapping expertise. The Community of Practice plays a crucial and increasing role in keeping awareness and enhancing exchange of information and good practices. Finally, there are good examples of cooperation of different UNESCO entities.
104. The cooperation between HQ and Category 1 institutes is generally perceived as being effective, and it is clear what role they play when it comes to teacher development issues. Both the CapED evaluation and the NTI project evaluation underlined that coordination between the institutes (namely IIEP and IICBA) in planning and implementing these flagship projects had been smooth and positive. Furthermore, IICBA is involved in capacity development of TVET teachers in the BEAR II project and in GPE projects in the Democratic Republic of Congo. Another example of close collaboration is the involvement of UIS when it comes to providing data and analysis on teacher development issues, feeding into global, regional and national level reports on teachers.
105. The country examples showcase both supportive aspects and challenges in mobilisation of internal expertise. All case studies highlight joint initiatives and good collaboration between entities in the region or country, such as the cooperation and support provided by the Regional Office in Latin America and the Caribbean for the development of a regional strategy for teacher development and a Caribbean

122. See International Forum on AI and Education, December 2022 <https://aiedforum.org/#/home>.

123. As also echoed in the 2021 external evaluation of the TTF which refers to a 'symbiotic' model which allows UNESCO to work with the TTF as a platform to deliver its work, and the TTF to leverage the institutional capacity and expertise within UNESCO to drive its agenda and the delivery of its work programme.

Teacher Council and subsequent national level initiatives. In Niger, UNESCO mobilised expertise from UNESCO's Regional Office in Dakar and Headquarters. Additionally, the projects reviewed tapped into knowledge products and staff from (at least) three UNESCO institutes and one UNESCO Chair.<sup>124</sup> In Cambodia, cooperation between UNESCO Phnom Penh Office and UNESCO HQ on fundraising, recruitment and procurement aspects is well established<sup>125</sup>.

106. However, there are also signs that there remains unused potential for cooperation and exchange of good practices and lessons learned across entities. The cooperation could be further strengthened when it comes to knowledge exchange, sharing good practices, and mobilising in-house expertise and to engage with the Teacher Task Force that could support (intellectually) some aspects of the project implementation. The assessment shows that despite progress, the mobilisation of expertise across UNESCO continues to face some structural challenges as has been identified in the country examples and in the interviews. In some cases, the short-term nature of a project and the limited resources available make it difficult to mobilise expertise from other entities in a timely fashion. Involving others also means that budgets may need to shift from one entity to another. This is particularly challenging for Category 1 institutes that work largely in an autonomous manner and need to secure their own funding.
107. Concerning IICBA, several internal and external interviewees consider that the Institute has not always clearly positioned itself vis a vis other UNESCO entities based on its comparative strengths (i.e., supporting teacher policies and capacities in Africa). The institute is perceived as under-resourced compared to its mandate. Over the last biennia IICBA also engaged in teacher development from a thematic perspective, working on youth for peace education or delivering training on topics such as global citizenship education and girls' education, or gender responsive pedagogies<sup>126</sup>. While these initiatives are considered successful and appreciated by many stakeholders<sup>127</sup>,

124. The International Institute for Capacity Building in Africa (IICBA), the International Bureau for Education (IBE), the International Institute for Educational Planning (IIEP) and the UNESCO Chair for Curriculum Development (CUDC) of the University of Quebec in Montreal (UQAM).

125. Sorting out the exact conditions to function as grant-agent and getting assurance that UNESCO's procedures can effectively be applied to conduct the work, caused a delay of the start of the STEPcam project, but subsequently ensured a generally smooth implementation from an administrative perspective. UNESCO managed to launch complex construction procurement procedures; procure ICT equipment and tablets as a COVID-19 response measure on a short notice. This can serve as an example and procedures should be further strengthened to support future applications for projects of the size of STEPcam and the support from different sections of UNESCO has shown that it can be done successfully.

126. Implemented by IICBA jointly with FAWE, in the framework of the CapED programme.

127. As also highlighted in the recent external evaluation of the project: Prevention of Extremism and its Resurgence amid the COVID-19 Pandemic through Education in Africa.

some respondents including from other UNESCO entities indicate that these, to some extent, responded to funding opportunities and donor priorities that guarantee an adequate level of resources<sup>128</sup>, but do not necessarily distinguish IICBA among other UNESCO entities who work on these areas.

108. IICBA also cooperates significantly with other UNESCO entities (HQ, IITE), or Category 2 institutes (e.g., INRULED) on project implementation. Nonetheless, as indicated by some stakeholders, the cooperation between IICBA and other UNESCO entities has not always been systematic over the last biennia, but IICBA often becomes involved when called upon. Joint strategic planning and a clear cooperation mechanism between UNESCO HQ, FOs and IICBA with clear division of roles and responsibilities could therefore be beneficial. While IICBA has been actively involved in capacity development of teachers in Africa, other entities, such as regional offices, could be working on this issue too. For the institute to better demonstrate its added value, a focused strategy and adequate resources in line with its comparative strengths are necessary.
109. While the Category 2 centres and the UNESCO Chairs are working more remotely from UNESCO, several have a particular focus on teachers<sup>129</sup>. Most interviewees assess the linkages between UNESCO teacher development initiatives and the UNESCO Chairs, Category 2 centres and the UNESCO ASPnet schools as somewhat weak as these are not sufficiently mobilised to reach out to teachers (through the schools). The expertise available on teacher development issues (through UNESCO chairs) could also be better harnessed.
110. Overall, there is a general perception and agreement among the stakeholders consulted that UNESCO appears understaffed in terms of specialists on teacher development issues. Also, when bringing all specialised capacities together (including the Community of Practice), the human resources are far from adequate compared to what UNESCO is expected to do. This also depends on what priorities and objectives UNESCO, in consultation with its Member States, sets for itself. If UNESCO primarily engages upstream, with a focus on normative and policy work and does not engage in implementation and delivery at the grass roots level (i.e., teacher trainings directly)

128. As was also identified by the 2022 internal audit of IICBA, covering the period 2020 to April 2022, which indicates that the Institute needs to intensify resource mobilization efforts through stronger engagement with the donor networks and intergovernmental partners such as the African Union as well as effectively leveraging the UNESCO's field network in Africa

129. Such as INRULED and the National Institute of Education, South Asian Centre for Teacher Development as Category 2 centres and the UNESCO Chair in Teacher Education for Diversity & Development; UNESCO Chair for Multiculturalism in Teacher Training; UNESCO Chair on Teacher Education and Curriculum; UNESCO Chair in Teaching Professionalization.



– or at least less so –, the currently available staff capacities and expertise might be more appropriate. However, many stakeholders also underline that the experience gained at the implementation level supports and makes UNESCO's normative and policy work more credible and accessible. This would suggest that UNESCO should to some extent keep engaging at the grassroots level as well.

111. That being said, one-third of the survey respondents also see a need to strengthen capacities across the various UNESCO entities (n=225), namely in providing technical assistance, capacity building, applying a system approach, innovation.

### Financial coherence

112. As teacher development is seen as a global priority by many international stakeholders, donor funding is increasingly available to work on the topic. The disruption caused by the COVID-19 pandemic further shifted the focus on teachers and led to more development partners working on teacher related issues. Hence, competition to mobilise the available funding has increased. In this context, the internal structure of UNESCO, with HQ, FO, Category 1 institutes is not conducive to show the potential of the entire Organization to donors. The institutes are autonomous and there are instances where they may even compete for available funding with other UNESCO entities. In addition, interviewees indicate a lack of resources at the level of the FO and HQ to effectively coordinate the work on teacher development.

### Future orientation on internal coherence




113. In addition to important steps already undertaken, such as the restructuring of the strategic documents (41C/4 and C/5), the establishment of the Community of Practice on teachers and the development of the Theory of Change for UNESCO's teacher development work, the evaluation found that other measures could be taken to **further improve coordination, internal knowledge management and mobilisation of available expertise**. Many interviews echoed that **concentrating specialised expertise in fewer locations**, such as in regional offices, or **increasing the number of specialists** working on teacher development could better capitalize on the available expertise across the Organization. Many stakeholders also reflected on how to further **strengthen and position IICBA as the UNESCO regional entity for teacher development**, which required UNESCO to better clarify the linkages between IICBA, HQ and multisectoral regional offices in Africa. Other suggestions

also referred to mobilising and capitalizing on other expertise available, for example within the UNESCO Chairs and ASPnet schools.

## 3.4. Key dimension 4: Results achieved, signs of impact and sustainability

114. The assessment of results achieved/, signs of impact and sustainability; relates to the OECD-DAC criteria EFFECTIVENESS, (SIGNS OF) IMPACT, and SUSTAINABILITY.

**Table 6.** Summary Assessment related to results and sustainability

Judgment criteria assessing the extent to which	Assessment
... an effective monitoring system is in place	 <p>This is assessed as being <b>fairly low</b>. The interviewees indicate that there is a lack of sufficient and consistent insights on the impact of UNESCO's work on teachers in terms of their status and working conditions and of participation of teachers in policy making; deployment of teachers; improved teaching and learning for instance. Hence, this is not only about information on the direct impact of UNESCO's work on teachers, but as a first step the influence on the process of policy formulation and implementation. This finding is echoed by the evaluation findings on the visibility of UNESCO's achievements (see Section 3.6).</p>
... the expected results (outputs, outcomes and impact) are achieved	 <p>This is assessed as being <b>high</b>. The available evidence suggests that UNESCO reaches its envisaged level of performance as indicated in the C/5 documents (i.e., in terms of numbers of countries supported; contributions to improved policies on teacher development and based on anecdotal evidence supported countries to progress towards the SDGs).</p>
... UNESCO was able to deal with challenges encountered	 <p>This is assessed as being <b>high</b>. UNESCO managed to effectively deal with most technical and operational challenges, especially in the context of the COVID-19 pandemic. More fundamental challenges in terms of how to reach sustainable impact require some rethinking of the role and added value of UNESCO in supporting countries in a more holistic way throughout, from policy formulation to implementation, as demonstrated in some countries where large scale or comprehensive programmes such as STEPcam or CapED interventions were implemented.</p>



## Effectiveness of the M&E framework

115. The evaluation looks back at the three biennia covering the period 2016–2021. This period is programmatically covered by the 38, 39 and 40 C/5. In all C/5 documents, Expected Result 5 of the Education Sector is devoted to teachers (see chapter 2.2. Overview of UNESCO's work on Teacher Development). Other ERs are also linked to teachers (i.e., ER7 in the 38C/5<sup>130</sup> and ER4 in the 39C/5 and 40C/5<sup>131</sup>). The UNESCO reporting system (SISTER) however only covers the programmes and projects from HQ and FO, and an overview of Category 1 Institutes contributions. However, often, the individual programmes and projects implemented by Category 1 institutes are not included in SISTER. The Category 2 centres are completely independent from UNESCO and hence are not included in the reporting system.
116. Furthermore, Expected Result 5 on teachers is only linked to initiatives in the Education Sector. While other UNESCO sectors are working on and with teachers as well (Culture, Science, Communication), these have so far not been linked to ER5 and hence not considered in the reporting system on teachers. Programmatically, interviewees indicate that it is difficult to monitor and report on all of UNESCO's work that contributes to ER5. The situation improved with the new 41 C/5 framework, but as teachers are such a cross-cutting topic throughout UNESCO's work, it remains difficult to keep track of all projects and initiatives taking place in relation to teacher development and to report on the comprehensive achievements at organizational level. Besides the formal monitoring system, the teacher development section gathers information on ongoing projects, and since 2020 also uses the Community of Practice for exchange of information and good practices.

## Expected results

117. In the assessment of whether UNESCO reached its expected results, we follow the reconstructed Theory of Change. The change process was summarised as follows: by *'implementing its diverse set of activities, UNESCO envisages to establish a change process within countries resulting in improvements related to key dimensions considered crucial to any comprehensive teacher policy; in improvements of teacher training institutions and their provision and generally improvement of the quality (and quantity) of teachers.*

130. 38 C/5 ED ER7: National capacities strengthened to develop and implement technology policies in education, particularly in teacher training and professional development.

131. 39 and 40 C/5 ED ER4: Improved national policies and capacities to increase access for all women and men to equitable, affordable and quality-assured higher education and to advance the recognition of studies.

*This change process is finally directed towards supporting countries' performance with regard to the SDGs (specifically SDG 4c). All in all, UNESCO's line of reasoning is to support Member States' stakeholders through capacity building, norm setting, technical assistance, developing innovative ideas and through monitoring developments and progress, to advance in their teacher policies to reach the SDG 4.c target in increasing the number of qualified teachers.'*

118. UNESCO's attention to teachers is structured by the Education 2030 Framework for Action, which reinforces attention to SDG 4 and calls for a substantial increase in qualified teachers through the betterment of their training, recruitment, retention, working conditions, motivation and status as foreseen in SDG 4.c. The change process is also related to the SDG logic and the final impact of UNESCO actions should ultimately be measured by how Member States progress towards the achievement of the SDGs. Before discussing potential impact on the SDGs, UNESCO's performance against its own performance indicators should be mapped.

## Performance of UNESCO against the indicators in the C/5

119. When assessing the work of UNESCO's HQ and the field offices against the indicators in the C/5<sup>132</sup>, it becomes clear that in most cases, the achievements are higher than the targets. In general, more countries are reached, more teacher training initiatives are supported, more events are organised, and more guidance frameworks are launched than envisaged. There were only a few instances (three out of nineteen indicators) where targets were not fully reached. These mainly related to improving teacher training institutions in Sub Saharan Africa. As this overview only reports on the targets and achievements of UNESCO HQ and the field offices and not that of the Category 1 institutes, these performance indicators may not tell the full story of what UNESCO did on teacher development as is indicated in Section 2.2.

## Improved policies on teacher development

120. Measuring the number of countries where UNESCO provided support is one thing. Understanding to what extent this support also led to improved policies and practices is another. UNESCO's work is envisaged to impact policy development; teacher education practice; and finally, teachers themselves. On the level of teacher education, changes can be made at the institutional level (norms and standards), at the organisational level, through infrastructure, curriculum development and

132. See table 14 in Annex 4 (achievements related to performance indicators).

quality of teacher educators. On the individual level of teachers, specific skills could be developed such as ICT skills.

121. The evaluation found a positive assessment of UNESCO's work at the country level. Survey results highlighted the achievements of UNESCO in terms of improved policies on teacher development (n=200). The largest impact observed is in relation to advocating for an improved status of teachers (where 24% of respondents agreed to a large extent), followed by strengthening teacher policies (22%) and enhancing engagement of national authorities (22%). In most cases, actors working in Africa and Latin America and the Caribbean were more positive about results observed than respondents elsewhere. The country case studies also show positive results of UNESCO's work in supporting policy development, engaging all stakeholders and advocacy for teacher development issues.
122. However, in terms of sustainability and implementation of the policies, the case studies show some challenges. In Ghana, the actual implementation of the policy is yet to take place. An implementation plan needs to be designed and executed, and UNESCO only has minimal resources available to support the national stakeholders in this process. While implementation is of course first and foremost the government's priority, UNESCO's role is also to accompany the process of implementation and help counterparts achieve concrete milestones. Its interactions with Ministries of Education in theory are to transcend individual projects and have a more strategic character, even if there are no UNESCO programmatic funds available. In practice therefore, UNESCO worked to present the blueprint to other development partners, in the hope that they, together with the competent national institutions, can make some progress. The field office's attention to teacher development in the current context cannot be guaranteed, given the limited funds available through regular programme budgets. It would fully depend on extra-budgetary funding and specific projects that would allow UNESCO to follow up on the results of the NTI project and ensure that teacher issues remain on the national policy agenda in the coming years.

### Performance of Member States with regards to SDG 4.c

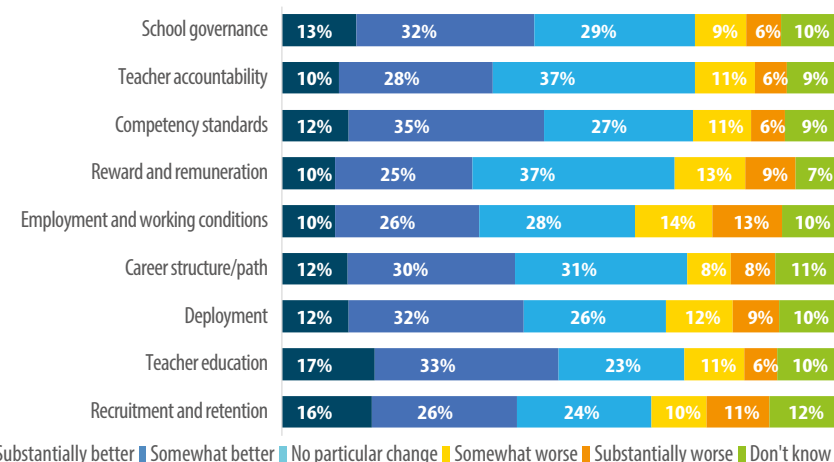
123. Beyond 2019, there is no updated information on SDG 4.c. to indicate progress between 2016 and 2021.<sup>133</sup> In November 2021, UNESCO adopted a new tool: the

133. See for instance: <https://sdg-tracker.org/quality-education> and GEM (2021), Global education monitoring report, 2021/2: non-state actors in education: who chooses? who loses?: <https://unesdoc.unesco.org/ark:/48223/pf0000379875.page=473> p. 463. Also, for updated information, see: UNESCO UIS (2022), SDG benchmark 4.c.1: <https://geo.uis.unesco.org/sdg-benchmark/proportion-of-teachers-with-the-minimum-required-qualifications>; or the underlying UIS database on SDGs: <http://sdg4-data.uis.unesco.org/>

International Standard Classification of Teacher Training Programmes (ISCED-T). Thanks to this, UNESCO expects to enhance global policy discussions on the quality of teachers with improved quality data on SDG target 4.c.<sup>134</sup> Furthermore, the joint UIS/GEM Report should support Member states in defining their national benchmark for selected SDG 4 indicators including SDG 4.c. It helps Member States political commitment to produce indicators and to set their own targets to achieve, within a defined time frame. This SDG 4 benchmarking process already engaged many Members States in establishing their national commitments for 2025 and 2030.

124. The survey respondents do generally see positive developments related to teacher development and policy since 2016. 50% of the respondents indicate an improvement in teacher education and almost half see improvements in developing competency standards (47%); school governance (46%); and teacher deployment (44%).

**Figure 7. Half of the stakeholders consulted recognise some improvement in various areas of teacher development since 2016.**



Source: Evaluation survey (n=202)

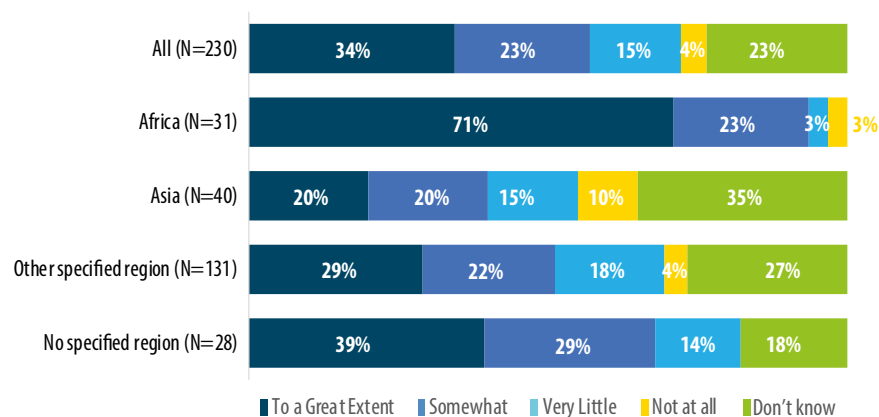
125. The survey gathered some insights on the contribution of UNESCO's work to increasing the supply of qualified teachers (see figure below). Close to 6 in 10 respondents indicated that UNESCO contributed to an increased supply of qualified teachers, while one fifth believed it barely did, or not at all. In Africa, respondents are

134. UNESCO Executive Board (2022), Execution of the programme adopted by the General Conference: analytical programme implementation report (APIR) 2022 (1 January 2018-31 December 2021), p.12 <https://unesdoc.unesco.org/ark:/48223/pf0000380770.locale=en>

slightly more positive as nearly one-third indicated that UNESCO largely contributed to registering a high number of quality teachers.

126. In Cambodia, the work of UNESCO cannot be seen separated from the overall government approach to improve teacher quality and the broad cooperation with partners in this area. Their joint efforts (including the STEPCam project) contributed to the development of the Cambodian education system, taking small, but decisive steps in improving the overall quality of education and hence concretely contributing to the 2030 Agenda and UNESCO's global priorities. With the support of UNESCO, Cambodia set clear goals and (mid-term) targets towards 2030. For example, "the percentage of primary teachers qualified according to national standards" is envisaged to rise from 62.9% in 2018 to 90% in 2030.<sup>135</sup> The STEPCam project directly contributes to reaching this objective. Similarly, UNESCO's work on teachers in Ghana is strongly linked to the SDG agenda, especially to target 4.c. UNESCO is supporting national stakeholders with various initiatives to increase the supply of qualified teachers including through the NTI project, which has helped to define the national framework that determines the locations where teachers are stationed. This will enable the Ministry of Education, through the Ghana Education Service, to reduce oversupply of qualified teachers in some areas and limit shortages in other regions.

**Figure 8. 59% of respondents believe UNESCO's work has contributed to increasing the supply of qualified teachers**



Source: Evaluation survey (n=196)

135. Ministry of Education, Youth and Sport (2019), Cambodia's Education 2030 Roadmap Sustainable Development: <http://www.moeys.gov.kh/index.php/en/planning/2901.html>

127. The direct country support, provided by the UNESCO teacher development section together with the TTF, is perceived as having only somewhat contributed to progress towards the SDG 4.c. goal of improving teacher quality and quantity. This is partly the result of the low level of resourcing afforded to this line of action – supporting change at country level through technical assistance – which is not a priority for the Teacher Task Force. However, there are instances of country-level policy changes initiated by the Teacher development section, supported by the TTF (e.g., in Laos, St Kitts and Nevis and Madagascar). In Jamaica, the government strongly recognized UNESCO's support to teacher professional development and referred to the TTF website as a useful platform for knowledge exchange. Furthermore, the guidance from the TTF on the use of the UNESCO ICT Competency framework for teachers for the development of the teacher training modules provides evidence of a result of UNESCO's normative work and intersectoral cross-fertilisation.

128. IICBA is undertaking several activities to increase the supply of qualified teachers at three levels including 1) policy, 2) institutions, and 3) teachers. These also support the Global Priority Africa and are discussed below (see chapter 3.5). However, whilst noting that UNESCO's work contributes to advancements in relation to SDG4 and the global priorities, there is little evidence of tangible results or visible change which can be directly attributed to UNESCO. This may indicate an absence of effective monitoring of relevant performance indicators, but it might also be argued that responsibility for progress towards the SDGs rests primarily with the Member States not with UNESCO itself.

129. While it remains challenging to demonstrate causal links between UNESCO's work and progress towards SDG 4.c, the interviews, survey results and the case studies do provide anecdotal evidence that demonstrate that UNESCO did support teacher development in certain countries, leading to teachers being better equipped for the job. The following box presents some illustrations of 'stories of significant change,' obtained in the case studies and through the consultation of key stakeholders.

## Focus Box 2. Stories of significant change

A 'significant change story' is a story about change observed in Member States since 2016, that has a (likely) impact on the progress towards SDG 4, in particular towards SDG 4.c<sup>136</sup>. This can include improved teacher policies, improved teacher status, improved teacher management or improved teacher training programmes. The evaluation gathered the following stories:

- **Niger:** The Preventing Violent Extremism through Education (PVE-E) project has consisted mainly in a series of training sessions for teachers and school leaders on transformational pedagogy. It aims at promoting education in the rule of law, gender equality and a culture of peace and non-violence in areas hampered by violent extremism. To do so, the two-year project has reached 146 teachers from 22 primary and secondary schools. The trained teachers' schools represented a total of 15,365 students (49% of them girls) in the regions of Diffa and Tillabéri. After five months of practice in the classroom, the application of the transformational pedagogy with the tools made available by the training, has produced the following changes according to a recent external evaluation commissioned by UNESCO:
  - Positive behaviours adopted by learners including many examples of solidarity, tolerance, improved respect, fairness and living together.
  - Reduced violence in the school premises.
  - Relations between girls/women and boys/men improved thanks to an enhanced awareness, both among teachers and students, of the equality of the place of women in society.

UNESCO brought together relevant partners in this endeavour, beyond the Ministry of Education: the Ministry of Youth, Ministry of Justice, Ministry for the Advancement of Women and the Protection of Children, the High Authority for the Consolidation of Peace, and the National Center for Strategic Studies, UNESCO Youth Clubs.

- **Cambodia:** The STEPCam project reached good results in terms of setting up capacity building development systems; improving early grade teaching and learning; improving teacher educators' qualifications; and renovating provincial teacher training colleges. These results led to improvement of the quality of teaching and

136. SDG 4.c: '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.'

learning of the teachers that were trained, the students they teach. This is however expected to generate wider results in the whole country as the initiatives will be scaling soon<sup>137</sup>. Below two testimonials from teachers are provided to illustrate what the project contributed in real terms to teachers and their students.

- **Testimonial A – on early grade learning:** This grade 2 female teacher has been teaching for 10 years. She has a bachelor's in accounting and followed additional pedagogical training to become a teacher. She did not receive any in-service training after graduation. The new early grade material on Khmer and math was introduced to her in a nine-day training in which she learned how to use the teacher guide, exercise book and assessment material. Furthermore, she receives mentoring support every month, that also include class observations and recommendations. After the training she noticed a lot of change. She uses games ('dice') in math and practices a 'math-song' for instance. As a result, generally, students participate more actively in the lesson and the results are better too. One issue is that the teacher guide is really long and elaborate, causing more pressure on lesson preparation.
- **Testimonial B – on CPD:** This female kindergarten teacher graduated as a grade 2 teacher (12+2) from Provincial Teacher Training College Siem Reap and has been a teacher for three years at a school in a rural area. She participated in the classroom management capacity-building course. This course helped her a lot in developing herself and learning from peers that also participated in the course. She learned how to use 'positive discipline' and not to use punishment to encourage students. This brings more trust between teacher and learners and more willingness to learn. Also, she learned about creative teaching methods, and problem-based learning. The CPD app she finds easy to use and it allows her to see her personal information and her acquired credits.

In addition, GPE in collaboration with UNESCO Cambodia presented a story of change which is accessible online.<sup>138</sup>

- **Jamaica:** The UNESCO ICT Competency Framework for Teachers provided the framework for the development and roll out of the Blended and Online Learning Programme for Caribbean Teachers undertaken in 2020 to 2021/22. This project was

137. An independent external evaluation of the STEPCam project is foreseen in 2023 to inform next steps.

138. <https://www.globalpartnership.org/results/stories-of-change/cambodia-better-teachers-produce-better-students>

undertaken in partnership with the Blackboard Academy, the University of the West Indies, School of Education - Caribbean Centre for Educational Planning (UWI-CCEP), and the Jamaica Teaching Council (JTC). It focused in particular on strengthening digital competencies for teachers with a focus on increasing knowledge acquisition, deepening and fostering knowledge creation through increased digital literacy and pedagogy. In addition, it included an enhanced module for consideration of inclusion of learners with special needs which posed particular challenges for teachers in online teaching and learning environments. The focus on aspects of gender equality inclusion had been attributed to the advocacy by UNESCO, and the collaboration of Blackboard academy to flexibly adapt the training modules.

- o A key success can be drawn from the cascading model of the 2020 pilot phase through UNESCO-UWI Open Campus's Blended Learning Programme and the UNESCO-Blackboard's Blended and Online Learning Programme for Caribbean Teachers. It first engaged, trained, and certified 51 master trainers and consequently engaged a total of over 12,000 teachers who have enrolled across twenty SIDS countries.
- o As a result of the experiences acquired from the multi stakeholder partnership, insights and lessons from the use and adaptation of the ICT Competency framework were articulated in the publication: *Distance Learning and Teacher Training Strategies: Lessons from the Caribbean*<sup>139</sup>. It could thus become a useful tool for replication in other contexts. It also presents first hand testimonials on improved competences from partners and teachers who participated in the course and who describe how they applied their new ICT competencies in the digital classroom and how the training has contributed to teachers' confidence in addressing individual students' special needs in a proactive and suitable manner.
- Another example showing a promising potential for sustainability is the joint UIS/GEM Report work supporting Member States define their national benchmark for selected SDG 4 indicators including SDG 4.c.1, the global indicator used for monitoring SDG target 4. c. Member States commit politically to produce indicators and to set their own targets to achieve within a defined time frame. The

139. UNESO (2022) Distance Learning and Teacher Training Strategies: Lessons from the Caribbean [https://teachertaskforce.org/sites/default/files/2022-06/TTF\\_2022\\_Distance-learning-and-teacher-training-strategies-Lessons-from-the-Caribbean\\_EN.pdf](https://teachertaskforce.org/sites/default/files/2022-06/TTF_2022_Distance-learning-and-teacher-training-strategies-Lessons-from-the-Caribbean_EN.pdf)

SDG 4 benchmarking process already engaged a majority of Members States to establishing their national commitments for 2025 and 2030. It is widely supported by international and regional organizations which further enhances aspects of sustainability.

### Challenges encountered

130. UNESCO has had to deal with two types of challenges: technical and operational challenges and more fundamental challenges concerning the role of UNESCO.
131. The main technical and operational challenge in the period spanning 2016-2021 was the COVID-19 pandemic and the related school closures. This impacted all of UNESCO's work, be it in terms of running workshops, events, training sessions, or hosting bilateral meetings. It challenged UNESCO's core function of bringing people together. The interviews and case studies showed that while facing difficulties, UNESCO managed to change its working modality to online or blended cooperation forms and continued implementing its projects. The Cambodian case study illustrates how UNESCO effectively turned this challenge into an opportunity. As face-to-face activities are more costly to organize, this resulted in cost savings for the programme which were then allocated to new/expanded activities allowing UNESCO to achieve results beyond the original targets under STEPCam. Quickly, UNESCO, in consultation with GPE and the government amended the project to support COVID-19 response actions (video recordings) and to organise events online.
132. Other technical and operational challenges concerned for instance dealing with sensitive issues in countries (e.g., Sexual and Reproductive Health in Niger); clarifying roles and responsibilities between UNESCO and national stakeholders (Ghana); overall donor coordination (Niger, Ghana, and Cambodia); positioning of the NPO either within the Ministry or outside (Ghana). In Jamaica, projects aimed at preparing teachers with online and blended delivery modalities also faced difficulties in ensuring equal access and sufficient devices among both teachers and students.
133. The more fundamental challenges related to achieving longer-term results lie in the transition from policy formulation in countries to policy implementation and policy impact. As becomes visible in the interviews and the case studies, UNESCO is well positioned to support the formulation of policies, support guideline development, build capacities at national level, but – across the board – after the policy is adopted,



the implementation is not guaranteed as funding is lacking and national level capacities may not be sufficient to roll out comprehensive policies at national, and sub-national levels. A positive exception is the STEPCam project in Cambodia where UNESCO is fully involved in part of the implementation of the 2015 Teacher Policy Action Plan<sup>140</sup> with the support from GPE.

### Future orientation results and impact



134. To enhance UNESCO's results and strengthen the longer-term impact of its interventions, the evaluation found several areas that require attention. Provision and use of **data on teachers**, is an area where needs remain high and where UNESCO can bring significant added value. Many stakeholders also suggested considering how to better measure **results and impact of UNESCO's work on teachers**. UNESCO is not held accountable for reaching the SDGs, while countries are. Measuring whether countries progressed towards the SDGs is therefore not a good proxy for measuring UNESCO's results and impact. UNESCO can be held accountable for ensuring a conducive environment for countries to progress. Its monitoring system could measure the extent to which UNESCO was able to put in place this conducive environment.
135. The analysis of interviews and case studies also brought forward key issues that UNESCO's future work on teachers will have to consider reaching **better and more sustainable impact**. These include aiming at **more integrated, holistic, and contextualised approaches at country level**. In many countries, UNESCO is working on teacher related subjects. This can be done through the Teacher Development Section, the Teacher Taskforce, Field Offices, Category 1 and 2 institutes and other ED sections/or programme sectors at UNESCO HQ. In addition, different topics can be entry points for teacher development work, such as capacity-building and teacher policies, but also specific thematic topics like ESD, peace education, global citizenship education. While relating to teachers, these activities, are often implemented in isolation. More efforts are required to bring them together and offer a more comprehensive package to national stakeholders.

136. Furthermore, UNESCO is also expected to set up **conditions that better ensure the transition from policy formulation to implementation** and provide a framework that puts countries in a position to take ownership and become accountable. As indicated, UNESCO is valued for its support to policy development, but several stakeholders noticed that once a policy is formulated, the conditions for continuity towards implementation are often not in place. While UNESCO does not necessarily need to be the organisation to implement policies, more attention can be placed on ensuring that the necessary steps are taken to develop and fund implementation action plans. This includes an overview of costing, commitment of responsible authorities and securing resources including potential donor contributions.

## 3.5. Key dimension 5: Global Priorities

137. This section assesses global Priorities (Gender Equality, Africa), and Inclusion (RELEVANCE, EFFECTIVENESS). The following table provides a summative overview of the assessment against the evaluation criteria and questions.

**Table 7.** Assessment related to Global Priorities Africa and Gender Equality

Judgment criteria assessing the extent to which	Assessment
... the two global priorities are mainstreamed in the teacher development work	 <p>This is assessed as being <b>fairly high</b>. On the one hand, priority Africa is well mainstreamed within UNESCO's work on teacher development (among other given the role of IICBA). On the other hand, gender equality is often assumed to be embedded but is frequently reduced to consideration of inputs rather than underpinning all aspects of the programme planning and implementation towards achieving gender responsive or gender transformative results.</p>
... the teacher section contributes to the global priorities	 <p>This is assessed as being <b>fairly high</b>. There have been noticeable contributions toward the SDG4.c targets, particularly in Africa, and although contributions toward the gender priority are modest, there are emerging examples of projects offering innovative contributions to gender and inclusion related societal challenges through education.</p>

140. Ministry of Education, Youth and Sport (2015), Teacher Policy Action Plan: [https://planipolis.iiep.unesco.org/sites/default/files/ressources/cambodia\\_teacher\\_policy\\_action\\_plan\\_2015.pdf](https://planipolis.iiep.unesco.org/sites/default/files/ressources/cambodia_teacher_policy_action_plan_2015.pdf)



## Global priority Africa

138. UNESCO's Global priority Africa aims to accelerate access to, equity, quality and relevance of education in Africa through five thematic areas. Teachers is one of these core areas. Multiple programmes and initiatives from across the UNESCO portfolio are making an active contribution towards this priority. Many through the activities of IICBA and through strong relationships with regional organisations such as the Association for the Development of Education in Africa (ADEA).
139. A number of medium to large scale projects funded by donor countries (Republic of Korea, China, Japan and Norway) have been focusing on the African region. This work targets different parts of the education system from strengthening the capacity of teachers in the field to upstream work on policy development and advocacy as described in the section on contributions. Much of this work is done through UNESCO HQ, the Teachers' Task Force or through IICBA, the UNESCO Category 1 Institute mandated to strengthen teacher development throughout the continent. With respect to IICBA's role, some respondents expressed that the effectiveness of the African Union (AU) and UNESCO relationships could be further enhanced, as was also underlined in a recent audit of IICBA.<sup>141</sup> Some stakeholders commented that the link between the AU and UNESCO (through IICBA and UNESCO's liaison office in Addis-Ababa) has not been sufficiently systemised over the last biennia and collaboration between the AU and IICBA to design and bolster UNESCO's teacher development work in Africa has fluctuated. Nonetheless, teacher development is considered a priority in both organizations and the evaluation recognises that recent efforts have been made to strengthen engagement with the donor networks and intergovernmental partners including the cooperation with the AU. Other Category 1 institutes also devote attention to Priority Africa, such as IITE, IBE, UIL, UIS and IIEP. The evaluation therefore concludes that priority Africa is well mainstreamed within UNESCO's work on teacher development.

141. The 2022 internal audit of IICBA conducted by the UNESCO Division of Internal Oversight Services, covering the period 2020 to April 2022, indicates, among other, that the Institute needs to intensify resource mobilization efforts through stronger engagement with the donor networks and intergovernmental partners such as the African Union as well as effectively leveraging the UNESCO's field network in Africa.

## Focus Box 3.

### Examples of contributions to global priority Africa

- **Policy development:** 15 countries have been supported on the formulation and implementation of national teacher policy, national teacher standards and continuing professional development (CPD) frameworks through the Capacity Development for Education Programme (CapED) and the Norwegian Teacher Initiative (e.g., teacher policy documents produced in Mali and Niger and subsequent capacity development is ongoing in these two countries). Notable work includes the Curriculum Development framework for Teachers in Burkina Faso developed through the NTI project. UNESCO through CapED mobilised IICBA's technical assistance to support teacher policy development processes in Burundi, Mali, Niger and Uganda. Additionally, support has been extended to the development of social dialogue frameworks for teachers in Uganda and Zambia.
- **Teacher capacity development:** In this area CapED supported teacher training institutions in five African countries. Interventions involved the development of capacities for pre- and in-service teacher training programmes, curriculum development, pedagogical supervision, and the piloting and scaling-up of successful initiatives and teaching practices. In ECOWAS countries IICBA has supported capacity development for teachers, ministry officials, radio and TV personnel on distance learning. Modules are developed in three languages (English, French and Portuguese) on IICBA's virtual campus. The Our Rights, Our Lives, Our Future programme has been initiative in 33 African countries, providing over 120,000 teachers with skills and knowledge to teach comprehensive sexuality education. The G5 Sahel project aims to improve the quality of teaching in five countries in the Sahel over the 2021-24 period. UNESCO-Republic of Korea Funds-in-Trust (KFIT) project "ICT Transforming Education in Africa" aims to improve teachers' pedagogic confidence in the use of ICT across six countries during 2016 – 2023.
- **Knowledge Exchange and Mobilisation:** IICBA in collaboration with UNICEF ESARO and the African Union are implementing a GPE, and IDRC funded Regional Knowledge and Innovation Exchange (KIX) platform and digital repository that facilitates collection, generation, effective use and exchange of data, knowledge and innovation for education policy formulation and implementation among 18 Anglophone African countries in six thematic areas including teaching and learning. IICBA's Guide for Teachers on youth empowerment and prevention of violent extremism has been distributed in seven Anglophone Africa countries and in nine Francophone countries with training of its use for 10,500 pre- and in-service

secondary school teachers. Relevant publications are for instance the “Teachers’ Guide on Early Grade Reading Instruction,” a Teacher’s Guide for Arts, Music and Drama in Africa (2020) and a ‘Teachers’ Guide on Multilingual based Mother Tongue Education (2021).

- **In 2021-2022, the IITE response to COVID-19** (“Combat COVID-19: Keep learning – Together we are on the move!”) had a special focus on Africa, alongside Eastern Europe and Central Asia, and across the numerous more specialised IITE programmes with relevance to teachers during this period only two relate specifically to the Africa priority: the IITE developed MOOC “Online and Distance Learning for Teachers in Africa” on distance teaching and assessment techniques and approaches; and the joint work with IIEP and the Chengdu Fund in Mauritius and Rwanda to analyse and propose recommendations for harnessing digital innovations for inclusion in these countries. A number of IITE activities with a global reach may be equally relevant to educators and policy makers in Africa.
- **Intra-education opportunities:** The Capacity Building Programme for Teacher Educators on Education for Sustainable Development (Cap-ESD) has been active in 10 Southern African countries to integrate sustainability principles into education and training environments, with emphasis on curriculum change in teacher education.

140. A critical review of this large variety of initiatives and programmes also shows, however, that these do not fit into a single coherent strategic plan. With some exceptions, initiatives tend to be small in scale, and rely on toolkits and guidance documents. Respondents comment that these can be difficult for country governments to use effectively due to a lack of internal capacity. In the absence of continued support to governments to effectively utilise and embed these resources, it is difficult to measure what results are achieved beyond their creation, as there are multiple other global, regional and national institutions and organisations also engaged in creating toolkits and guidance documentation. Furthermore, the pandemic showed that teachers themselves are engaged in collaborative knowledge creation and social learning through informal networks often harnessing the power of social media platforms. These bottom-up initiatives often speak more directly to teachers’ contextual professional needs in a timely and accessible manner.

## **Global priority Gender Equality and Leaving No One behind**

141. Several interviewees, both internal as well as external point to a relatively superficial embedding of gender equality issues within the teacher development programmes. Visions of gender equality tend to focus on the number of women teachers reached and the teaching of girls. There are few examples of programmes with sufficient in-depth analysis of the prevalent gender issues to enable focussed gender-transformative responses. For example, as observed in the final evaluation, the large-scale Norwegian Teachers’ Initiative (NTI) includes little focus on gender<sup>142</sup>. While in Ghana, the comprehensive policy developed under the NTI defines gender parity as an explicit objective under the social inclusion dimension, when implementing the policy, it is very much up to the country to define explicit actions on how the commitment to increase female teacher representation in the teaching population will be achieved. In another project, guidance toolkits were developed to guide day-to-day practices e.g., the Comprehensive Gender Responsive Education (GRE) toolkit for education professionals in Ghana and Ethiopia (2021, published by IICBA). However, the number of beneficiaries reached through such specific interventions are limited, and they do not lead to a broader upscale, which prevents them from contributing to meaningful impacts at the national level.
142. The publication of the GEM Report on inclusion (2018) highlighting the need to diversify the teaching workforce to mirror the diversity of societies, and the Thematic Group on inclusion of the TTF are intended to raise awareness of the issues related to gender equality and inclusion. Modules on gender-responsive pedagogies and how to ensure gender equality and inclusion in the classroom have also been built into teacher capacity development initiatives, as shown in the framework of the Global Teacher Campus, or for example in the training modules developed during the COVID response. However, the evaluation also identified examples that show a need for more guidance and a more consistent approach to adequately integrate and measure gender equality and inclusion across all teacher related initiatives.<sup>143</sup>

142. Gender equality issues are also not sufficiently addressed in the recent evaluation of the Norwegian Teachers’ Initiative Final Evaluation Report 2021

143. As also identified in the recent 2021 CapED evaluation that recommends more emphasis on strengthening gender equality in planning, reporting, monitoring of CapED country level initiatives, including those on teachers.

143. At the international level, attention for gender equality could also be improved. Similarly, and as highlighted in a recent evaluation of the TTF' Strategic Plan,<sup>144</sup> gender equality has not been a core focus of this plan; there are no specific indicators for gender equality and inclusion, which means that there is no tangible data to illustrate the effects of the Teachers' Task Force's work on this issue. There can be an assumption that work that targets the whole system will lessen gender disparities, but this assumption is often not substantiated with clear analysis, actions and targets. There are examples of programmes which include consideration of gender issues, but this is often more focussed on inputs (see focus box). Overall, the absence of deep-rooted integration of gender equality in teacher development work remains a challenge for UNESCO, also in cases where the responsibility for gender issues within a programme may formally lie with a (national) partner, UNESCO should advocate consistently for mainstreaming gender as a global priority.

#### Focus Box 4.

#### Gender equality: insights gathered from the case studies

- **Jamaica:** provides an example where the gender and inclusion components are integrated in UNESCO's work on teacher development, particularly shown in the projects on blended learning and online teacher training strategies. Participants highlighted that initially the gender equality component was not well integrated in the planning process of the teacher training courses but at programme implementation aspects of gender equality were integrated in the modules of the second cohort of teacher trainees. For the master trainers, the groups had a balanced gender distribution. Overall, a participant noted that there are 80% of female teachers in Jamaica and as a result, most of the teachers trained were women. The delivery of a specific teacher training module on integrating learners with disability in remote teaching was particularly appreciated as highly useful and applicable by all project partners and beneficiaries,
- **In Cambodia:** gender equality is an important component within the STEPCam project. The developed teaching materials aim to sensitize and build the understanding on teachers on broader cross-cutting aspects, including issues related to equity, inclusivity and gender equality. For instance, characters in the books and pedagogical tools are gender balanced, and implicitly designed to address traditional misconceptions on gender-roles.<sup>145</sup> Furthermore, all indicators

and reports from the Ministry report results disaggregated by gender. The HRMIS (Human Resource Management Information System) and Student Tracking System (STS) allow for gender disaggregation and allow the government to develop gender-sensitive education plans and policies accordingly. Finally, the project particularly aimed to balance the participation of male and female participants in workshops.

#### Future orientation on global priorities

144. The evidence gathered and examples of good practice indicate a need for strong leadership within UNESCO to move towards **embedding gender equality** and aspects of inclusion in its teacher development work. It will be important to move beyond only high-level gender parity objectives and undertake more detailed analysis of gender and issues pertaining to 'leaving no one behind.' Gender and inclusion issues need to incorporate in-depth analysis and discussions of who teachers are, their working conditions, what they teach and whom they teach. Greater attention needs to be paid to issues such as the absence of female leaders and the over- or underrepresentation in different levels of education, of male and/or female teachers, teachers with disabilities, or from other disadvantaged groups.<sup>146</sup> This will require expert leadership and guidance at different levels of the system and inclusion of targets and outcomes related to gender equality and inclusion more broadly within programmes and initiatives.

### 3.1. Key dimension 6: Visibility, innovation and communication


145. This section assesses visibility, knowledge management and communication (EFFECTIVENESS, SUSTAINABILITY). The following table provides a summative overview of the assessment against the evaluation criteria and questions.

144. External Evaluation of the International Task Force on Teachers for Education 2030 for its 2018-2021 Strategic Plan

145. See: <https://www.globalpartnership.org/blog/stepcam-blueprint-early-grade-learning-cambodia>

146. An inspiring example is a new research project on female school leaders by IIEP / UNICEF Innocenti.

**Table 8.** Assessment related to visibility, innovation and communication

Judgment criteria assessing the extent to which	Assessment
... achievements and lessons learned are effectively communicated internally and externally	 <p>This is assessed as <b>fairly high</b>: The visibility of UNESCO is sparked by specific initiatives, such as the World Teachers' Day, the UNESCO-Hamdan Prize for Teacher Development, the Policy Forum, specific projects and national events (and prizes) and is supported through the (improved website and social media). UNESCO visibility however remains fairly confined to people that are already very aware of UNESCO's work. Reaching and engaging with a wider audience remains challenging.</p>

### Communication of results

146. There are many ways through which UNESCO's work on teacher development is effectively communicated. The websites of UNESCO HQ, FO, institutes, UNESCO's global initiatives and events (most notably the World Teachers' Day and the UNESCO-Hamdan Prize for Teacher Development) provide momentum to communicate about teacher development. The Teacher Taskforce provides opportunities to communicate about UNESCO's work and there are newsletters and social media posts that transmit messages to a wider audience.
147. According to the survey respondents, the most used channel is the ED sector webpage and newsletters (37%), followed by specific UNESCO projects and programme communications (26%), and UNESCO advocacy events and social media (both 19%) (n=199). The interviewees have positively noted that the website improved in recent years, and that UNESCO is visible through its engagement with the International Taskforce on Teachers and other projects (CapED, NTI, GPE). Furthermore, UNESCO is clearly visible through international and global events it contributes to, such as the World Teachers' Day, or events organised by the Teacher Taskforce (such as policy fora).
148. Some interviewees also perceive that teacher development appears to not be communicated as a priority strongly enough by the UNESCO senior management. Furthermore, social media coverage is not well developed according to interviewees and UNESCO is not envisioned as ONE-organization by the Member States' stakeholders. They might for instance indicate that they were supported by CapED, IICBA, IIEP but not refer to these under the umbrella of 'One UNESCO.' Related to this,

communication often highlights individual projects, or an institute's work. With a view to enhance Member States' ownership, initiatives are not always promoted under the UNESCO label to end-beneficiaries. Overall, interviewees agree that visibility and communication is an area where improvement is needed, especially when it comes to communicating achievements and lessons learned.

149. In terms of reflections on the visibility, only one-fifth of the evaluation survey respondents (n=199) indicated being aware of UNESCO's achievements and that the achievements are well communicated. A quarter is only aware to a limited extent or not at all of UNESCO's achievements. The case studies confirm the challenges with visibility but also show good practices. In Niger for instance, UNESCO is not perceived as a pro-active member of donor coordination initiatives, and the UNESCO team itself recognises that they lack resources for overall coordination on the ground. In this respect, it is worth mentioning that some of the more specific projects of UNESCO in Niger (O3; PVE-E; ImaginEcole) are hardly known in the country beyond the project participants. A more positive story can be obtained from Ghana where the NTI project in Ghana helped ensure considerable visibility for UNESCO and its work in the field of teacher development. Furthermore, UNESCO's support to the Ghana Teacher Prize, though small in monetary terms, further helped to raise the Organization's profile in the field of teacher issues and quality in education. It has thus been able to reach not only national stakeholders but also regional and district level officers that are involved in the preparations for this event. Since the support of the NTI project in Ghana, UNESCO has come to be associated more explicitly with teacher policy in the country. Before, most support to the National Teaching Council was provided by UNICEF. In Jamaica, UNESCO's visibility was boosted through the COVID-19 related engagement of the Organization, while before COVID-19 stakeholders were less aware that UNESCO was active in teacher development.

### Future orientation visibility and communication

150. The evaluation echoes the views of many stakeholders who consistently underline that **more effective communication** on UNESCO's core strengths (being an agenda setter and developer of ideas), its priorities and mandates may help to enable Member States and other development actors to recognise and understand the specific value UNESCO provides in comparison to other development organisations working on teacher-related issues. This will support country governments and peer organisations to engage in a more directed and sustainable manner with UNESCO and avoid duplication of efforts invested into teacher development initiatives.

## 4. Conclusions and recommendations

### 4.1. Conclusions

**Conclusion 1:** The UNESCO Education Sector's work on teacher development is highly relevant at the global, regional and national level given the recognised and increased emphasis on the importance of teachers for reaching educational results (as affirmed in the SDGs) and the role of teachers in addressing the learning gap, in particular in the aftermath of the COVID-19 pandemic.

151. As emphasised in the 2021 report on the Futures of Education, teachers and educators play a central role in the transformation of education towards the future. Their role is not only to transmit knowledge, but also values, norms, commitments, and principles educating global citizens to work together towards a sustainable and peaceful future. The central role of teachers is confirmed by many key agreements, and it features high in the SDG 4 targets (especially on SDG 4.c). The COVID-19 pandemic highlighted the essential role of teachers in providing continued teaching and learning online and reducing learning gaps, a role which was again recognised at the 2022 UN Transforming Education Summit.
152. Nevertheless, it remains urgent to work on reducing the shortage of qualified teachers, improve quality training and professional development, improvements in status and working conditions, as well as increasing the attractiveness of the profession more generally.<sup>147</sup> In this context, the UNESCO Education Sector's continued insistence to keep teacher development high on the global, regional and national agendas remains necessary and relevant. It raises awareness, stimulates discussions, provides guidance materials, and supports capacity development, urging countries to put policy priority into action.

**Conclusion 2:** UNESCO is regarded as the global lead agency on issues of teacher development. However, other development partners are becoming stronger in this area, which calls for ever more coordination and cooperation, while focusing on comparative strengths.

147. UNESCO, ILO, UNICEF, EI (2022), World Teachers' Day 2022: the transformation of education begins with teachers; concept note: <https://unesdoc.unesco.org/ark:/48223/pf0000383150https://unesdoc.unesco.org/ark:/48223/pf0000383150>

153. UNESCO plays a pivotal role in teacher development in the international community, as the lead and coordinator of SDG 4. UNESCO shares the responsibility with other key players, such as the ILO, in advocating for the improvement of teachers' status and working conditions.<sup>148</sup> Moreover, it is part of the Committee of Experts on the Application of the Recommendations concerning the Status of Teaching Personnel (CEART)<sup>149</sup>. Furthermore, UNESCO hosts the secretariat of the International Task Force on Teachers, which brings together a wide range of stakeholders at global and national level to advocate for teachers and the teaching profession, raising awareness, expanding knowledge and supporting countries towards achieving target 4.c of SDG 4.
154. Given the policy priority on teachers, increasingly, other international development partners and donors are engaged in this area of work, both in terms of investing resources for downstream capacity development (like UNICEF, GPE, EWC, WB), and in terms of upstream political support (for instance the 'Education Commission', approaching teacher issues from a financing perspective<sup>150</sup>). While this increasing involvement of other organisations does not affect UNESCO's global lead-position on teachers, it does call for an increased level of coordination and cooperation and focus on comparative strengths to support priority-setting leading to action and results.

**Conclusion 3:** UNESCO has strengthened its partnerships with other organisations becoming active in teacher development and increased resource mobilisation for teacher development. Still more resource mobilisation is needed to match the level of global priority and needs regarding teacher development.

155. UNESCO has shown that by concentrating on its added value, its work complements what other partners are doing. It often operates in successful partnerships with other organisations, at the global, regional and national level. This cooperation also secures synergies and resource mobilisation for teacher development. UNESCO managed to secure large projects on teacher development in recent years such as the GPE grant in Cambodia and NTI in Ghana. However, more efforts are still needed to enhance and channel resource mobilisation for all issues related to the teacher agenda and to match the global level of priority on teachers.

148. For example, through monitoring of the 1966 Recommendation on the Status of Teachers and of the 1997 Recommendation on the Status of Higher-Education Teaching Personnel.

149. CEART's task is to monitor and promote the application of the Recommendations and to advise ILO and UNESCO on promoting knowledge and use of the standard in Member States.

150. See: <https://educationcommission.org/> See: <https://educationcommission.org/>



**Conclusion 4:** There is room for improving the internal programmatic coherence of UNESCO's work on teacher development. UNESCO's internal coordination mechanisms are currently insufficient to ensure full coherence and coordination between the work of different UNESCO entities and resources. First steps towards facilitating such improvements can be observed in the initiatives taken such as the Teacher Development Community of Practice, the Theory of Change, as well as the strategic planning and reporting system (as reflected in the new 41 C/4 and 41 C/5).

156. There is a substantial number and variety of UNESCO entities that work on teachers. Several of these entities have their own dynamics, priorities and reporting lines (and even autonomy to mobilise resources in the case of the Category 1 institutes and Category 2 centres). It is challenging to ensure organisational and programmatic coherence across UNESCO, particularly in terms of working towards and delivering joint results, creating synergies and facilitating effective cooperation and internal mobilisation of expertise. Despite recent improvements, the (human) resources at the Section for Teacher Development at UNESCO HQ are too limited to be able to oversee and coordinate the full scale of UNESCO initiatives related to teachers.
157. Options for streamlining and enhancing expertise across the Organization can include concentrating specialised expertise in fewer locations and /or increasing the number of specialists working on teacher development. IICBA as the regional entity for teacher development could be better positioned among UNESCO entities and further strengthened. Other expertise available, like the UNESCO Chairs and ASPnet schools, could also be better mobilised.

**Conclusion 5:** UNESCO has been able to support Member States through capacity building, norm setting, technical assistance, developing innovative ideas and through monitoring developments and progress. This helped advance the development and implementation of teacher policies to further help reach the SDG target 4.c of increasing the number of qualified teachers. Provision of data and data systems are considered among the areas in which UNESCO has a strong added value and many stakeholders expect UNESCO to continue generating data to measure the extent of countries' progress towards achieving the SDG 4.c target more consistently.

158. As presented in the Theory of Change reconstructed in the context of this evaluation, UNESCO's actions respond to limited structural teacher policies. UNESCO's role is to explore how governments, teacher education institutions and other stakeholders

can better prepare and support teachers so that steps are taken towards reducing the teacher gap. Through implementing its diverse set of activities, UNESCO envisages to establish a change process within countries that can lead to improvements on key dimensions of a comprehensive teacher policy, such as improvements of teacher training institutions and their provision and generally improvement of the quality (and quantity) of teachers. This change process is finally directed towards supporting countries' performance with regards to the SDGs (specifically SDG target 4.c).

159. Following this line of reasoning, the evaluation shows that UNESCO reached its envisaged level of performance in terms of the number of countries supported (in line with the indicators included in the C/5), contributed to improved policies on teacher development, and based on anecdotal evidence, supported countries in progressing towards the SDGs. However, there is a need for **enhanced measuring and demonstrating results and impact of UNESCO's work on teachers**. Provision and use of **data on teachers, to measure progress towards SDG 4.c**, is an area where needs remain high and where UNESCO can bring significant added value.

**Conclusion 6:** UNESCO's response to COVID-19 at global, regional and national level is valued and appreciated for its fast, effective and powerful support to Member States, in setting up the Global Education Coalition, and in providing distance and blended learning and supporting well-being of teachers.

160. The COVID-19 pandemic had a devastating impact on societies and education. But it had a positive effect by highlighting and re-affirming teachers as a global priority. In addition, it impacted all of UNESCO's operational work, including modalities for workshops, events, training sessions, and bilateral meetings. It challenged UNESCO's core function of bringing people together. The interviews and case studies showed that, despite the difficulties, UNESCO managed to change and adapt its working modality to online or blended forms of cooperation and continued by adapting its projects to implement them within the intended framework. UNESCO was able to respond to the emerging learning crisis in an adequate and quick (within weeks) manner, by offering high level/ upstream support, guidance and convening partners meetings (including with the International Task Force on Teachers for Education 2030), but also in supporting teachers, by offering training on digital skills for teachers at national level. UNESCO's role in this emergency response was highly valued in particular by national stakeholders.



**Conclusion 7:** The UNESCO Education Sector's work on teacher development reflects the Organization's Global Priority Africa well but improvements are needed to fully reflect the global priority gender equality and inclusion in teacher development work.

161. UNESCO's global priorities gender equality and Africa, and the broader topic of inclusion, are generally integrated in UNESCO's work on teacher development. For example, when developing learning materials to be used by teachers, non-traditional gender roles are promoted; when conducting capacity building workshops or events, the gender balance is envisaged, and gender equality (and inclusion more broadly) are reflected in capacity development interventions as well as policy support and advice. Concerning priority Africa, having IICBA as a dedicated capacity building institute for teachers in Africa further sends a clear signal of its priority. However, the approach for gender and inclusion mainstreaming is not systematic, and more efforts are needed to enhance gender-responsive and gender-transformative aspects in interventions going beyond parity discussions.

**Conclusion 8:** Within UNESCO's Education sector, teacher development is not strongly positioned as a crosscutting topic, given that teacher-related issues are of relevance across all thematic areas of the ED sector.

162. Teachers can be regarded as key change agents contributing to many of UNESCO's values and objectives. From this perspective, teacher development as a cross-cutting topic could be better positioned within the Education Sector. This means more explicitly assigning teachers the role of change agents for the vast variety of areas of UNESCO's topics and strengthening the Section for Teacher Development to be able to better coordinate the work internally and externally.

## 4.1. Recommendations

163. While the evaluation concludes that UNESCO's work on teachers is generally well positioned, relevant, well-coordinated with other organisations and contributing to developments at global, regional and national levels. The evaluation also identified aspects that could further strengthen UNESCO's work on teachers. The following recommendations direct the attention to improvements and opportunities for the future.

**Recommendation 1:** Revise, revitalize and modernise the existing normative instruments concerning the teaching profession, strengthen Member States' commitment to their implementation, and strengthen the monitoring and follow-up.

### Addressed to

UNESCO Education sector, in particular the Section of Teacher Development in cooperation with field offices, Category 1 institutes. Furthermore, specifically involve the CEART.

(To initiate the process) By December 2025

### Suggested actions:

- UNESCO, together with partners, (such as the ILO, EI and the TTF), could **revitalize the existing normative instruments** (such as 1966 and 1997 recommendations; teacher policy development guide) as a framework that fully reflects the priorities as defined in the Agenda 2030 (and beyond) and which is in line with the new vision intended for teachers as agents of change within a new social contract for education, as well as embedded in a lifelong learning perspective, both for teachers as lifelong learners and for the teaching profession across all levels of education.
- Further **strengthen the monitoring** of the implementation of normative instruments and strengthen the potential of monitoring and follow-up mechanisms to stimulate that commitments are acted upon. Strengthen the role and status of the CEART, hold more regular meetings and act stronger on allegations made by teachers against national teacher policies and through this, give teachers a stronger voice at national and global levels.

- **Align funding and projects** to the normative instruments and work with Member States on their commitments, by explicitly linking the implementation of projects to the implementation of the revised 1966 and 1997 recommendations. This also requires advocating for donors to align funding frameworks to the normative instruments and the Member States' commitments.

**Recommendation 2: Continue to improve the quality, availability and use of global and national data related to teachers and teacher development issues to support evidence-based policy development, monitor progress towards the SDG 4.c, and monitor impact of UNESCO's work on teachers more effectively.**

**Addressed to**

UNESCO Education sector, in particular the Section for Teacher Development in cooperation with UNESCO UIS and the GEM

By December 2025

**Suggested actions:**

- UNESCO, together with key partners could further **progress on the definition of teacher and teacher development indicators** to track progress towards the SDG 4.c, but also reflect on what data is required in the post-2030 period. Under this action point further work on the International Standard Classification of Teacher Training Programmes (ISCED-T) and continue UIS' ongoing work to develop a global minimum standard of teacher qualification by level of education taught and prioritise the political validation of these standards.
- UNESCO, together with key partners could **encourage and support Member States to improve the quality and availability of national level data** on teachers and could encourage the CEART to relaunch a qualitative survey on the implementation of the normative instruments. Furthermore, UNESCO could use its networks such as ASPnet schools and partners like the teacher associations to obtain additional insights on teacher issues.
- UNESCO, together with key partners (such as UNICEF, ILO, EI, TTF, WB) should **further disseminate available data on teachers** and evidence-based reports targeting policy makers and stakeholders directly and encourage the use of the data in policy development. Related to this, publish a key data report on teacher

issues (related to SDG 4.c) in 2025, elaborating on the funding gap for reaching the objectives by 2030.

- UNESCO's **projects and programmatic work need to be designed and monitored keeping scale in mind**, considering potential results beyond the direct output and outcome of the initiative, and how the results of an initiative can be enhanced, sustained and/or replicated or scaled up in partnership with other stakeholders to support Member States in advancing on the targets on teacher issues (related to SDG 4.c).

**Recommendation 3: Continue strengthening the coherence of activities related to teacher development, both internal coherence within UNESCO, between the different UNESCO entities, and external coherence between UNESCO and different development partners.**

**Addressed to**

UNESCO Education sector, in particular the Section for Teacher Development in cooperation with field office and Category 1 institutes. This in partnership with other development partners.

By December 2025

**Suggested actions related to internal coherence:**

- **Enhance dedicated human resources in the teacher development section** to ensure better internal coordination, follow-up and exchange with external partners, secure resource mobilization functions, and keep high-level momentum on the importance of teachers as agents of change.
- **Expand the developed Theory of Change** for UNESCO Education sector's work on teacher development across the Organization, clearly defining roles for the Category 1 institutes and securing the buy-in in the overall change process throughout the Organization.
- Further **strengthen the knowledge management in the Organization**, increasing a perspective on Knowledge for Action (i.e., creating knowledge by thinking about how it can be applied). Further invest in the Community of Practice and secure sustainable communication mechanisms, and online platforms for gathering and exchanging best practices, experiences and expertise, and to foster collaboration with the aim to better inform actions and stimulate developments in Member States.

**Suggested actions related to external coherence:**

- **Explore possibilities to establish larger scale funding frameworks** such as a multi-donor fund to support implementation of large-scale, coherent and impactful initiatives on teacher development. These should be fully in line with the existing normative instruments; covering a wide range of teacher development issues; and aim to significantly progress towards the SDG 4.c target (and close the teaching gap).
- In project implementation and in the framework of partnerships (including within the context of the TTF), **ensure that UNESCO's voice is visible and valued for what it aims to convey**, being a knowledgeable, trustworthy, pragmatic partner, for example by conveying stories of significant change and by promoting evaluations and making them publicly available.
- **Further strengthen the voice of the teacher** and the learner in UNESCO's design and implementation of activities. When working on teacher issues, UNESCO needs to secure that it also works *with* teachers in the design and implementation of initiatives at global, regional and national levels. This concerns not only working with representatives of teachers, but also with teachers themselves who are engaged in collaborative knowledge creation and social learning through informal networks and social media platforms.

**Recommendation 4: Further strengthen the promotion and mainstreaming of gender equality and inclusion to ensure it is consistently embedded and measured across UNESCO's teacher development work.**

**Addressed to**

*UNESCO Education sector, in particular the Section of Teacher Development in cooperation with the Section of Education for Inclusion and Gender Equality, field offices and Category 1 institutes, as well as with the Gender Equality Division.*

By December 2025

**Suggested action:**

- **Firmly embed gender equality and inclusion more broadly**<sup>151</sup> in all teacher development work, moving beyond high-level gender parity objectives, to undertake more detailed analysis of issues concerning gender equality and inclusion.
- **Define relevant indicators to monitor** all aspects of gender equality and inclusion concerning the various dimensions of teacher development.

**Recommendation 5: Further strengthen the positioning and capacities of IICBA as the hub for teacher capacity development in the African region and coordinate resource mobilisation for all dimensions of teacher development work in Africa across the various entities.**

**Addressed to**

*UNESCO Institute for Capacity Building in Africa (IICBA) in cooperation with the ED sector, in particular the Section of Teacher Development, the Sector for External Relations and Priority Africa, and field offices, as well as with the support from Member States.*

By December 2024

**Suggested actions:**

- **Further coordinate and boost resource mobilisation efforts** to work on teacher development issues in Africa. Building further on good practices (for instance NTI in Ghana, but also STEPCam in Cambodia) for engagement in larger scale projects working on system reforms in African countries.
- Further **streamline and clarify the UNESCO infrastructure** in Africa for working on teacher development issues and **reflect on the positioning of IICBA** vis a vis UNESCO HQ, field offices and other Category 1 institutes. It will be important to clearly define a cooperation mechanism between UNESCO HQ, FOs and IICBA with agreed division of roles and responsibilities.<sup>152</sup>

151. This relates to the underlying ambitions of leaving no-one behind. Inclusion in education is best understood as participating in a never completed, reflective, collective and constructive process. See UNESCO IOS (2022), Evaluation of the UNESCO Education sector's work on Inclusion in Education (2016-2021), Conclusions, reflection 1.

152. Considering among other the findings and recommendations from a recent internal audit conducted by the IOS Audit Office in 2022. <https://unesdoc.unesco.org/ark:/48223/pf0000382867.locale=en> and, as relevant, the follow up of recommendations from previous evaluations that took place in 2005 and 2013: <https://unesdoc.unesco.org/ark:/48223/pf0000220011> ; <https://unesdoc.unesco.org/ark:/48223/pf0000144948>



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# Annex 1. Terms of Reference

## Evaluation of UNESCO's work on Teacher Development (2016-2021)

### 1. Background

#### Situating 'Teachers' within the Agenda 2030, SDG 4 and the International Education Policy context

1. Teachers are one of the most influential and powerful forces for equity, access and quality in education and key to achieving SDG 4, i.e., to 'Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all', as well as for achieving sustainable global development and contributing to other SDGs within the Agenda 2030.
2. Teachers are fundamental drivers for the implementation of SDG 4 targets and indicators as the thematic area of teachers crosscuts from Early Childhood Care and Education to Lifelong Learning. Several SDG 4 targets refer explicitly to aspects of teacher supply and requirements for teacher qualifications, in particular:
  - **SDG Target 4.c:** 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;
  - **SDG Target 4.1:** By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes; and
  - **SDG Target 4.2:** By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education
  - **SDG Target 4.7:** By 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others,

through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development<sup>153</sup>.

3. UNESCO was designated as the custodian agency for SDG4 and was tasked with the prime responsibility to ensure the advancement of quality education, including through teacher training, and to implement the 2015 Incheon Declaration and Framework for Action for the implementation of SDG4.
4. However, several dimensions<sup>154</sup> of the teacher profession including teacher recruitment and retention; teacher education (i.e., initial, in-service and continuing professional development); deployment; teacher standards and accountability; employment and working conditions and teacher reward and remuneration remain preoccupying across many countries around the globe. Moreover, there is a worldwide shortage of well-trained teachers. Gender disparities in the teaching profession are also prevalent in most countries, varying by level, field of context. In 2016 already, the UNESCO Institute for Statistics (UIS, 2016) had estimated that 69 million teachers had to be recruited to achieve universal primary and secondary education by 2030. Whilst efforts have been undertaken in the period between 2016 and 2020, the COVID-19 pandemic has likely thwarted some of those and further exacerbated existing challenges in the education systems, including those specific to teachers.

Indeed, the coronavirus (COVID-19) pandemic has been the largest disruption to education in history, depriving some 1.6 billion learners of access to education<sup>155</sup> at its peak and further amplifying the impact of teacher shortages and the lack of adequate investment in teacher training, thus jeopardizing what was already a fragile trajectory towards achieving SDG 4 by 2030.

153. Target 4.7 incorporates how teacher education addresses issues of sustainable development and GCED and this is also part of our work in UNESCO.

154. Based on the 9 dimensions of teacher development as reflected in the Teacher Policy Development Guide

155. As indicated in the [draft Medium-Term Strategy for 2022-2029](#).

5. A successful education recovery hinges on increased investment in the well-being, training, professional development and working conditions of the world's 71 million K-12 teachers<sup>156</sup> to recover learning losses and manage transformations in teaching and learning imposed by the COVID-19 pandemic<sup>157</sup>.
6. A number of countries subscribed to international instruments that have sought to contribute to developing and refining the needs and concepts of teacher development, namely:
  - The ILO/UNESCO Recommendation concerning the Status of Teachers (1966)
  - The UNESCO Recommendation concerning the Status of Higher-Education Teaching Personnel (1997)

## 2. UNESCO's work on teacher development<sup>158</sup>

Teacher development within UNESCO's Education sector mandate and cross-sectorally

7. For over two decades, the UNESCO Education Sector has made the supply of well-trained, supported and qualified teachers one of its top priorities. Within the context of Agenda 2030, this focus has been reinforced by Sustainable Development Goal 4: Quality Education through the Education 2030 Framework for Action, which has a target calling for a substantial increase in qualified teachers through the betterment of their training, recruitment, retention, status, working conditions and motivation (target 4.c).
8. UNESCO's prioritisation of teachers was also exemplified through its emergency programming during the pandemic. In March 2020, UNESCO launched the Global Education Coalition (GEC) to meet the urgent and unprecedented need for continuity of learning as the COVID 19 pandemic disrupted education systems across the world. GEC currently has close to 200 partners, and the Coalition is operating in more than 110 countries. The working mechanism of the GEC is based on three

156. If ECCE and tertiary education teachers were included, the number corresponds to almost one hundred million teachers.

157. As echoed in the key message of World Teachers' Day, celebrated on 5 October 2021 under the slogan "Teachers at the heart of education recovery"

158. In the context of this evaluation, Teacher development is to be understood in a broader sense and refers to all dimensions of UNESCO's work contributing to the development of teachers.

flagships namely teachers, gender equality and connectivity. The aim of the teacher flagship is to increase the value of teachers' roles and offer professional development opportunities to strengthen digital and pedagogical skills. The GEC initiative that created the **Global Teacher Campus** is expected to equip one million teachers with digital and pedagogical skills<sup>159</sup>. UNESCO has also been monitoring and advocating for teachers' vaccination. Furthermore, although the GEC Gender Flagship focuses on learning continuity and the safe return to school for all girls and boys, the role of gender-responsive teacher policies and programmes in the education response to COVID-19 and, over the medium- and long-term, in building the resilience of education systems, is underlined in its actions.

9. UNESCO also hosts the [International Task Force on Teachers \(TTF\)](#) for Education 2030, a global multi-stakeholder alliance aiming at improving the supply of qualified teachers worldwide to promote access to quality education for all<sup>160</sup>, as a key element for poverty alleviation and socioeconomic mobility.<sup>161</sup> Through its flagships and Main Lines of Action, TTF works closely with UNESCO to address the "teacher gap" as well as tackle the issues raised in SDG target 4.c, which specifically calls for Member States to "*ensure that teachers and educators are empowered, adequately recruited, well-trained, professionally qualified, motivated and supported within well-resourced, efficient and effectively governed systems*".
10. UNESCO's Education Sector strives to enhance the capacity of teachers and help equip them with the knowledge, skills and necessary empowerment to fulfil their role. UNESCO is also responsible for monitoring the implementation of SDG4 on Quality Education. Accordingly, UNESCO monitors international normative instruments regarding the teaching profession, develops capacities, shares knowledge and publishes guidance documents, helps review teacher policies and strategies, and offers policy advice to promote the professionalization of the teaching profession and enhance the quality of teaching and learning worldwide.
11. UNESCO, through its Institute for Statistics, maintains a [global database](#) on teachers' data and indicators. To support the monitoring of SDG Target 4.c., the Institute has

159. UNESCO (2021) Supporting learning recovery one year into COVID 19: Global Education coalition in action. Paris: UNESCO.

160. The TTF's mission is to mobilize governments and other stakeholders for the advancement of teachers and quality teaching, acting as a catalyst of global, regional and national efforts through advocacy, knowledge creation and sharing, and country support and engagement.

161. The SDG 4.c particularly stresses the importance of international cooperation to increase teacher supply and training in developing countries.



developed an International Standard Classification of Teacher Training Programmes (ISCED-T) and related teachers' qualifications.<sup>162</sup>

12. Within the scope of this evaluation, UNESCO's work regarding the development of teachers between 2016 and 2021, has mainly focused on the following areas:
  - Monitoring of international normative instruments regarding the teaching profession<sup>163</sup>;
  - Supporting Member States in the development and review of teacher policies and strategies including teachers' participation in social dialogue and in decision-making in education;
  - Developing human and institutional capacities for enhancing the quality of teaching and learning; including through online and distance learning approaches;
  - Production and dissemination of knowledge, methodological documents and guidelines, and strengthening the evidence base for the implementation and monitoring of the teacher target in Education 2030; and
  - Undertaking advocacy and knowledge sharing for the promotion of quality teaching and learning, and for improved teacher management (i.e., such as teacher's deployment, teachers' careers).
13. Among other actions, UNESCO has sought to support Member States in the transition towards enhanced teacher training through policy advice and the development of framework and guidance tools such as the [Teacher policy development guide](#) (2019) and the [UNESCO ICT Competency framework for Teachers](#) (2016) and the soon to be published International Standard Classification of Teacher Training Programmes (ISCED-T) (2021).
14. UNESCO's policy support and capacity development for teachers concerns all education sub-sectors. It is cross-cutting and dealt with in a wide array of other

162. The ISCED-T classification is proposed as a sustainable solution for producing internationally comparable data on pre-service teacher training programmes and for improving the availability and quality of teacher statistics and has been adopted by the 41st Session of UNESCO General Conference.

163. UNESCO is responsible for monitoring the implementation of SDG4 on Quality Education and SDG 4.c. on the supply of qualified teachers specifically and the implementation of the 1966 and 1997 Recommendations on teachers.

thematic areas of the ED sector's work; for example, tools such as the [Building back equal: Girls back to school guide](#) (2020) developed within the framework of the Global Education Coalition's Gender Flagship, highlight and make recommendations on the role of teachers as a key dimension to be considered in designing policies and programmes. While many education sector entities contribute to work around teacher issues, there are opportunities to further consolidate and strengthen synergies across initiatives and programmes, through joint planning, monitoring and reporting. Furthermore, a gender-balanced, and culturally representative teacher work force as well as adequate teacher qualifications are critical ingredients for ensuring gender-responsive teaching and learning and the role of teachers in promoting and implementing principles of equality and inclusion.

15. While shortage of qualified teachers is a global issue, Africa is the continent where the reinforcement of teachers' professional development and tackling the acute shortage of qualified and motivated teachers are particularly critical. In view of the important role teachers play in providing quality education and meeting the needs of Member States, in particular in Africa, the UNESCO International Institute for Capacity Building in Africa (IICBA), one of UNESCO's specialized Category 1 Institutes, has a dedicated mandate of capacity development of teachers, institutions and policies to develop national capacities to train, retain and manage teachers with a focus in the African region, contributing to the Organization's global priority Africa and in alignment with African Union (AU) Agenda 2063 and the Continental Education Strategy for Africa 2016-2025 (CESA 16-25)<sup>164</sup>.

### Situating the thematic area of teacher development within UNESCO Education Sector's Programme and Budget

16. In UNESCO's Programmes and Budgets for the 2016-2017 (38C/5), 2018-2019 (39C/5) and 2020-2021 (40C/5) biennia, the ED sector's work on teachers directly contributes to two of the ED's Strategic Objectives and, its Main Line of Action (MLA) 1, which read as follows:

164. Particularly Objective 1 of the CESA focuses on revitalizing the teaching profession to ensure quality and relevance at all levels of education.

- **Strategic objective 1:** Supporting Member States to develop education systems to foster high quality and inclusive lifelong learning for all
  - **Strategic objective 2:** Empowering learners to be creative and responsible global citizens
  - **MLA 1:** Support Member States in the implementation of SDG 4
17. More specifically, the Education Sector's work consistently contributes to Expected Result (ER) 5, which despite the slight changes in language from one biennium to another, specifically addresses teacher capacity development. It reads as follows:

Biennium	ER 5
<b>38C/5</b>	<ul style="list-style-type: none"> <li>• National capacities strengthened, including through regional cooperation, to develop and implement teacher policies and strategies so as to enhance the quality of education and promote gender equality</li> <li>• <i>Implementation modality for ER 5:</i> Improving the quality of education through enhancing teacher professional development</li> </ul>
<b>39 C/5 &amp; 40 C/5</b>	<ul style="list-style-type: none"> <li>• National teacher policies developed and/or implemented and teacher-training</li> <li>• programmes improved to increase the supply of qualified and motivated teachers</li> <li>• <i>Implementation modality for ER 5:</i> Increased supply of and support to qualified teachers (contributing to SDG targets 4.c, 4.1 and 4.2)</li> </ul>

## Human Resources

18. In terms of human resources, the ED sector has a dedicated Section for Teacher Development at Headquarters with one Chief of Section, and four other fixed-term staff exclusively working on teacher-related activities and interventions, while the Secretariat of the Teachers Task Force is comprised of an additional five temporary staff. In the field, UNESCO has several dedicated staff<sup>165</sup> working specifically on teachers' projects. Human resources in IICBA include a director position, and twelve fixed-term staff<sup>166</sup> (including national professional officers and general service staff).

165. i.e. one fixed term staff and seven temporary staff

166. These includes Project Appointments. o

19. However, as teachers constitute a cross-cutting theme in education, within the ED sector, there are several additional Sections in the ED Sector and specialized Category 1 Institutes, who are also dedicating part of their human resources to Teacher development activities, even though these may not be explicitly labelled as such (e.g., coordinators of the Capacity Development for Education Programme (CapED) in field offices). Furthermore, the Section on Teacher Development works with a community of practice of 60 to 70 specialized programme staff across UNESCO's field offices and Category 1 Institutes.

## Financial Resources

20. The Education Sector budgetary resources specifically dedicated to teacher development activities under Expected Result (ER) 5 and the dedicated teacher capacity-building institution (IICBA) over the last biennia are as follows. While there has been a tendency for a decrease of regular programme resources, voluntary contributions have risen steadily over the last three biennia, as demonstrated in the table below.

**Table 9.** Dedicated budget for teacher development, as allocated per 38, 39 and 40C/5 Approved Programmes and Budgets (in USD)

Period	Entity	Regular Programme Budget	Voluntary Contributions	Funding Gap
2016/17	ER5	2,158,900	3,500,600	N/A
	IICBA	1,980,900		N/A
2018/19	ER5	1,753,200	4,806,900	39,750,900
	IICBA	1,980,900		2,000,000
2020/21	ER5	1,204,500	6,931,000	27,856,000
	IICBA	1,980,900		2,000,000

21. In particular, since the introduction of the integrated budget framework in 2018, the funding target for ER5 on teachers has been relatively ambitious. For the period 2018-2019 the target for voluntary contributions for ER5 was set at \$39.8 million but was not completely filled by the end of the biennium (39C/5). In the 2020-2021 period (40C/5) the target was readjusted with a small decrease and up to June 2021, ER5,

- closed its funding target/gap for the biennium set at \$26.9 million<sup>167</sup>. This is largely due to the continued financial support from key donors and the renewed interest of others. Norway has been traditionally supporting UNESCO's work around teachers through sustained funding to the Teachers Task Force and through its investment to the Norwegian Teacher Initiative. UNESCO also enjoys long-standing support from the Hamdan Bin Rashid Al Maktoum Foundation for Distinguished Academic Performance for the UNESCO-Hamdan Prize for Teacher Development, which was established in 2008, but also for the TTF.
22. Other donors supporting UNESCO's work on teachers include Dubai Cares, France, Germany, China and the European Commission. In 2020, the European Commission stepped up its commitments by investing in a large-scale project "Strengthening Teaching in the Sahel Region", for an amount of \$11.6 million, that is being implemented by UNESCO and is aimed at strengthening teacher qualifications, policy, management and training to improve learning outcomes. Teachers is also a key priority area of the CapED programme focusing on 26 least developed and fragile countries. The programme pools funding from diverse funding sources and is largely supported by Nordic donors.
  23. While the resources presented above are attributed directly to ER5 including IICBA, there are additional resources within the Education Sector and across Category 1 Institutes, which may not be assigned to this expected result, yet contribute directly to the work on teachers but are assigned to other multidimensional/cross-thematic projects and initiatives.
  24. As part of the Global Education Coalition, a number of partners, including ProFuturo, Blackboard, ISTE, and Hamdan Bin Mohamed *Smart University have joined UNESCO's Global Teacher Campus, providing in-kind contributions to train nearly half a million teachers up to 2021.*
  25. UNESCO engages in several partnerships around teacher development, such as in a strategic partnership with ILO in relation to the status and working conditions of teachers and a partnership with the International Task Force on Teachers for Education 2030 (TTF). The TTF is a network of over 150 organizations and countries working together to promote and support teachers and teaching issues, in particular from a policy perspective. Its membership includes United Nations agencies, funds and organizations, representatives of teacher unions, civil society organizations, private foundations and countries from all regions of the world. The TTF Secretariat, hosted at UNESCO, collaborates with its members to ensure synergies at national, regional and global levels in the work on teacher and teaching issues.
  26. As a global network, the TTF seeks to cooperate substantively with other relevant organizations and networks working on teacher issues such as the European Commission, the World Bank, the OECD, the Education Commission and Education International.

### 3. Rationale for the Evaluation

27. The UNESCO Internal Oversight Service (IOS) Evaluation Office, at the request of the Education Sector, is conducting this evaluation on the Education Sector's work on teacher development as part of IOS's corporate biannual evaluation plan.
28. Furthermore, since the biennium 2020/21, UNESCO's work is conducted in a different and constantly evolving context with an increased and accelerated focus on hybrid and remote teaching and learning due to the impact of the COVID-19 health crisis. While the evaluation is intended to assess UNESCO's work over the last three biennia, it shall explore and provide findings and recommendations on how the work on teacher development should change in the future in light of the current evolving context of recovery and in the aftermath of the pandemic. It shall help the Education Sector to build a new vision and enhance adaptive and innovative approaches for its Teacher development work and for adjusting teaching and learning to the global challenges of our times.
29. In addition, UNESCO's Strategic Objectives as defined in the new draft 41 C/4 UNESCO Medium-Term Strategy 2022-2029, and the 41 C/5 Programme and Budget offer an opportunity for situating teachers as a means to address current and future educational challenges and to improve learning outcomes from a more interdisciplinary angle across the Organization's mandate, including by leveraging technology for learning. While the focus of this evaluation is the Teacher development work of the ED Sector, the evaluation shall also identify and explore intra- and intersectoral dimensions across UNESCO's mandate to further improve and strengthen a more holistic perspective of teacher development.

167. The [Financial Management Report](#) of the Executive Board of UNESCO provides the status of the funding gap. The \$26.9 million funding gap that has been filled for ER5 excludes the funding target of IICBA for the biennium.

## 4. Purpose and Use

30. The Evaluation of UNESCO's work on Teacher Development will assess:
- the effectiveness of UNESCO's teacher development initiatives,
  - the relevance and appropriateness of its approaches,
  - the coherence of its action,
  - the efficiency of its approach across UNESCO's Education Sector and - as relevant - across the Organization, and
  - the provisions for coherence and sustainability, including through outreach and partnerships, within the broader context of national and international partners working on teacher-related issues across all stages of education and in consideration of the evolving requirements due to the COVID-19 pandemic.
31. While one dimension of the evaluation will be summative, i.e. to assess what has been achieved so far, its design will focus on assessing and exploring relevant formative elements to assist the ED sector in decision making and help strengthen the thematic area by making evidence-based and future-oriented recommendations concerning the six key dimensions presented in section V, and to shape the Education Sector's vision and future programming and in consideration of the currently evolving context.
32. The findings and recommendations of the evaluation will serve to inform the Education Sector's vision for its work on teacher development by identifying areas that warrant particular attention, to support the progress towards achieving quality education for all during the recovery and in the aftermath of the COVID-19 pandemic.
33. In pursuit of the main evaluation purposes, indicated above, the evaluation team is expected to collect data, draw conclusions, formulate lessons learnt and articulate recommendations based on its assessment and analysis. It should provide evidence about the key achievements and added value of UNESCO's work in the area of teachers and provide evidence of contributions it is making to the Sustainable Development Goals (SDGs) and, in particular, but not only:
- **SDG 4.c** (teachers and educators),
  - **SDG 4.1** (universal primary and secondary education),
  - **SDG 4.2** (early childhood development and universal pre-primary education), and
  - **SDG 4.7.** (education for sustainable development and global citizenship)
34. The evaluation will adopt both a retrospective and a forward-looking perspective with action-oriented recommendations formulated on the basis of substantive findings. To the extent possible, the evaluation shall also help establish and validate pathways towards impact of teacher development activities through the development/refinement of a Theory of Change for the thematic area.
35. The Organization's work is also guided by two Global Priorities endorsed by the Member States: Priority Africa and Priority Gender Equality. The ambitions of these priorities are respectively outlined in the UNESCO [Operational Strategy for Priority Africa](#) (2014-2021) and the [Gender Equality Action Plan](#) (2014-2021) which are also being renewed in line with the new Medium-Term Strategy for 2022-2029. The evaluation shall assess the contributions made in this field to UNESCO's global priorities by collecting data on the gender dimensions and gendered impact of UNESCO's actions in the area of teacher capacity development, for both teacher supply, teacher working conditions and teacher capacity development as well as focusing, as appropriate, on the specific needs and challenges of the African continent, namely through a deeper analysis of the contributions of IICBA.
36. The main target audiences for this evaluation consist of the following users:
- Primary users:**
- UNESCO's Education Sector Senior Management,
  - the Section on Teacher Development,
  - relevant staff at HQ and in the field working on areas related to teachers,
  - relevant UNESCO Category 1 institutes with a mandate in or related to teacher development, i.e.:
    - the International Institute for Capacity Building in Africa (IICBA),
    - International Bureau for Education (IBE),
    - UNESCO Institute for Statistics (UIS),
    - Institute for Information Technology in Education (IITE), and
    - International Institute for Education Planning (IIEP).

**Secondary stakeholders:**

- UNESCO Member States,
- Category 2 centres namely the Asia-Pacific Centre of Education for International Understanding (APCEIU) and South Asian Centre for Teacher Development (SACTD)
- the International Teacher Task Force (TTF), and
- teacher training institutions and other teacher policy and educational experts.

## 5. Evaluation questions and Scope

37. In order to achieve the above purpose, the evaluation will answer the following main questions pertaining to the below-mentioned evaluation dimensions:
- What can we learn from UNESCO's past work on teachers?
  - How effectively has UNESCO addressed current challenges for teachers, teacher education and the teaching profession?
  - What can we learn from UNESCO's specific work on teachers in the context of the current COVID-19 crisis and how have related challenges been addressed?
  - How should the work on teacher development, teacher governance and management, evolve in the future to become responsive and relevant to changing contexts and potential future crises?
38. An indicative set of more detailed evaluation questions is suggested in Annex 1. These will be agreed and further refined, prioritized and validated during the inception phase. A set of further sub-questions may be identified guided by the following key dimensions.

## 6. Key dimensions for the evaluation<sup>168</sup>

39. The evaluation shall develop evidence-based and future-oriented recommendations concerning the following six key dimensions.

168. In line with the OECD/DAC Network on Development Evaluation (2019). *Better Criteria for Better Evaluation. Revised Evaluation Criteria Definitions and Principles for Use*. DCD/DAC (2019) 58/FINAL, p.8, accessible at: <http://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>, p. 10

1. UNESCO's comparative strengths and opportunities in the field of teacher development in contributing to the 2030 Agenda (**RELEVANCE, EXTERNAL COHERENCE**)
  2. Partnerships, cooperation and fundraising for teacher-specific programming (**EFFECTIVENESS, SUSTAINABILITY**)
  3. Internal coherence throughout the Organization and interdisciplinary cooperation (**INTERNAL COHERENCE, EFFICIENCY**)
  4. Results achieved and signs of impact (**EFFECTIVENESS, (PATHWAYS OF) IMPACT**)
  5. Global Priorities (Gender Equality, Africa), and inclusion (**RELEVANCE, EFFECTIVENESS**)
  6. Visibility, knowledge management and communication (**EFFECTIVENESS, SUSTAINABILITY**)
7. The evaluation will be based on the revised OECD/DAC Evaluation criteria, namely relevance, coherence, efficiency, effectiveness/impact and sustainability of the UNESCO Education Sector's work in teacher development and be guided by the above overarching key dimensions.
8. The evaluation will cover a broad range of teacher development activities at global, regional and national level within the framework of programmes and activities conducted through both the Regular Programme and Extrabudgetary resources and undertaken by UNESCO between 2016 and 2021 included, covering three UNESCO biennia (38C/5, 39C/5 and 40C/5). While the evaluation will consider UNESCO's teacher development initiatives broadly across all levels, the main focus will be on K-12 level teacher development. This includes normative and policy work, programmes and projects related to the initial education, recruitment, professional development, management and careers of teachers, including their status, working conditions, social standing and institutional recognition. It will cover the full spectrum of activities undertaken across all UNESCO regions, with a special focus on activities in the African region.

## 7. Methodology

9. This evaluation will take place in a highly uncertain context brought about by the global COVID-19 pandemic. To address this, the IOS Evaluation Office has defined



some basic parameters, foremost of which is the health and safety of the evaluation team, stakeholders or any other individuals involved in the evaluation. In these circumstances, IOS together with the evaluation team and the reference group will discuss feasible approaches and methods in order to carry out the evaluation while being mindful of the safety and health of those involved and with as minimal impact as possible on the quality of the evaluation products. Access to some evaluation stakeholders, such as beneficiaries or some national partners, might prove more challenging. This may establish one of the main limitations of the evaluation. IOS and the evaluation team will be in constant communication to explore the most adequate modalities and innovative solutions.

10. While the bidding evaluation team is free to propose their own methodologies, it is important that they be appropriate to answer the above-mentioned questions. In addition, the evaluation approach and data collection methods should be human rights-based, gender-sensitive and take into consideration the diverse cultural and social contexts in which the activities are being implemented. Data should be disaggregated by sex, age, ethnicity and disability where relevant. It is expected that the overall design will include several of the suggested methods of data collection. Preference will be given to proposals that suggest innovative methods and analytical approaches.
  - A **document review** of relevant documents pertaining to UNESCO's work in the area of teacher development, which will be agreed upon at the start of the assignment. These shall include a literature review of topical issues and global trends; mapping and review of UNESCO Programme and Budget (C/5), UNESCO Medium-Term Strategy (C/4) project progress and monitoring reports, Regular Programme and Extrabudgetary funds for past and ongoing projects, self-assessment reports/evaluations, UNESCO publications and communication materials, review and analysis of relevant national policy documents, advocacy materials, events, statistics and trends. *Inter alia*, the evaluator(s) should identify and examine previous evaluation(s) of activities related to teacher's capacity development (whether within UNESCO or through outside networks) and their specific findings and recommendations.
  - A **state-of-the-art review on teacher issues since 2016** across the global teacher development landscape to explore the wider landscape of key institutional actors and focus areas in teacher development globally.
  - A **mapping /stocktaking** of UNESCO's contribution to teacher development across the Education sector, and other Sectors as relevant.

- **Development / Validation and refinement of an overall Theory of Change** for UNESCO's work in teacher capacity development including the results pathways and its underlying assumptions, and a **theory of change workshop** with the designated evaluation reference group (see Section V, below).
- **Semi-structured interviews** with key stakeholders and beneficiaries. These may include UNESCO current and former staff members and consultants at Headquarters and in the field offices; relevant government officials including UNESCO National Commissions; research institutions and networks; NGOs; Category 1 Institutes; UNESCO Chairs and other networks; other relevant international organizations (both within and outside the UN System), ultimate beneficiaries, by applying a sampling strategy that ensures adequate representation and participation of women, men and youth and, where applicable, representatives of vulnerable, marginalized or underrepresented groups.
- **Online survey(s)** directed to groups of relevant stakeholders including UNESCO Member States and partners. For maximum outreach, all surveys will be disseminated in English and French at least and should be accessible by users of screen readers. With the request to share and further disseminate the survey to other relevant national, regional, and international stakeholders in a snowball approach, the survey was open from end of April to mid-September 2022 and was available in English, Spanish and French. In total, 266 people responded to the survey. More than 100 of these respondents work in education institutes; 65 in a governmental organisation, 20 represent UNESCO National Commissions. The remaining respondents are from development partners, civil society organisations and associations, research bodies and others.
- **In-country data collection** and **direct observation** at sites where UNESCO has supported teachers' capacity development, using a case study approach, conceptualized around a thematic or based on regional/national initiatives. If a field visit is considered, travel costs are to be included in the financial proposal. The topics for case studies and locations for two to three field visits will be discussed and agreed upon with the reference group during the inception phase, at least one case study /field visit will take place in Africa.<sup>169</sup>

169. However, based on current local sanitary restrictions due to the COVID-19 pandemic, no consultant or evaluation team member will be expected to travel unless travel is a safe option and fully authorized by the relevant authorities. As an alternative, all data collection can be conducted remotely, and/or with the help of local consultants considering necessary adaptations to the overall methodological approach.

- **Please note** (a) that whether field missions should be undertaken will depend on the development of the current global COVID-19 pandemic. While the proposal should be formulated on the assumption that travel and face to face data collection and workshops will be possible, the UNESCO Evaluation Office endorses a 'do no harm' principle and reserves the right to cancel agreed-upon field missions at any stage, should the sanitary conditions not ensure adequate safety for the evaluation team and/or interviewees. Furthermore (b), it is strongly advised that any field missions be undertaken with the support of locally available professionals, to minimise any impacts of this evaluation on the environment.

11. **Data analysis** based on triangulation of gathered evidence and **formulation of preliminary findings as well as evaluation recommendations.**
  12. **Participatory stakeholder workshop** to be held in UNESCO Headquarters in Paris or remotely to validate the findings and discuss the preliminary recommendations and lessons learnt as presented in the draft evaluation report, prior to the finalization of the evaluation report.
- **Other methods and evaluation approaches** that the evaluator(s) may propose.

### Sampling approach

13. In total, roughly 350 stakeholders contributed to the evaluation. The following table provides an overview of the sampling distribution per type of stakeholders as identified in the stakeholder mapping (annex 10) consulted across all methods. Criteria for selecting interviewees included geographic diversity, gender balance as well as to ensure a balanced contribution from the different types and levels of UNESCO internal and external global, regional, national of stakeholders.

**Table 10.** Sampling covered by the evaluation

Informants	Collection tool	Respondents	Specifics
UNESCO HQ	Interviews	11 interviews	
UNESCO Field Offices	Interviews	21 interviews	From Africa, Arab States, Asia and Pacific, Latin America and the Caribbean
UNESCO Category 1 Institutes	Interviews	7 interviews	IIEP, IITE, IBE, UIS, IICBA@
UN family	Interviews	4 interviews	UNICEF, ILO

Informants	Collection tool	Respondents	Specifics
Member States	Interviews Online survey	26 interviews 88 responses in survey	National Commissions, Permanent Delegations and Ministries of Education
Education institutes	Interviews Online survey	2 interviews 101 responses in survey	Category 2 centre
Development partners	Interviews Online survey	14 interviews 7 responses in survey	(Inter)national civil society organisations and bilateral donors
Other stakeholders	Interviews Online survey	15 interviews 70 responses	Including from academia, associations, individuals
<b>Total</b>		100 interviews Roughly 266 responses in survey	

14. The evaluation team should submit an inception report at the end of the initial stage of the evaluation to agree upon the detailed methodological approach, evaluation matrix and workplan. This will have to be presented and discussed at an inception meeting with the evaluation reference group.
15. In line with UNESCO's [Evaluation Policy](#) (2015), the evaluation will have to comply with the United Nations Evaluation Group (UNEG) [Norms and Standards for Evaluation](#), [UNEG Guidelines for Integrating Human Rights and Gender Equality in Evaluations](#) and [UNEG Ethical Guidelines for Evaluation](#). The evaluation team will also have to ensure that ethical, human rights and gender equality principles are duly integrated at all stages of the evaluation process.

## 8. Roles and Responsibilities

16. The evaluation will be managed by UNESCO's Internal Oversight Service (IOS) and conducted with the support of a team of external consultant(s). The evaluator(s) is/ are expected to contribute specific evaluation expertise in the field of education along with knowledge and expertise of the substantive field of teacher policy, teacher development and teacher training specifically. IOS will be responsible for the quality assurance of the evaluation process and all deliverables. The final evaluation report will also be assessed against the [UNEG Quality Checklist for Evaluation Reports](#) by an independent external evaluation consultant selected by IOS. The evaluation team will be expected to develop a detailed evaluation methodology including an

evaluation matrix and data collection tools, to enable data collection and analysis and to prepare the draft and final reports in English.

17. An evaluation reference group shall accompany the evaluation process and provide feedback on the inception report and draft evaluation report. The reference group will include representatives from different entities, namely UNESCO's Education Sector, the International Institute for Education Planning (IIEP), the International Bureau of Education (IBE), the International Institute for Capacity Building in Africa (IICBA), the UNESCO Institute for Statistics (UIS), three UNESCO field offices, the Bureau for Strategic Planning, the Sector for Priority Africa and External Relations as well as the Division for Gender Equality in the Cabinet of the Director-General. The reference group shall exchange/meet periodically and be consulted in the various stages of the evaluation, as appropriate.
18. The evaluation team will commonly be responsible for their own logistics: office space, administrative and secretarial support, telecommunications, printing, travel. Suitable office space will be provided when the consultants are working in UNESCO premises. The evaluation team will be responsible for administering and disseminating all research instruments, e.g., surveys, with the support of the IOS Evaluation Office. The Education Sector and relevant Category 1 Institutes and field offices will provide access to relevant documentation and contact details of relevant stakeholders and distribution lists. IOS will also facilitate access to UNESCO staff at both Headquarters and Field Offices and provide contacts of representatives of external stakeholders and partners.

## 9. Qualifications of the team

19. The evaluation foresees a level of effort of around 80 to 85 professional working days. The evaluator(s) is / are expected to travel to Paris at a maximum two times in the course of the assignment, *if circumstances allow*, to participate in a kick-off /inception meeting and scoping interviews during the inception phase; and for validation workshop to present the key findings, conclusions presented in the draft report and to validate draft recommendations.
20. The recommended composition of the evaluation team includes at least two core members, i.e., one team leader and/or one senior evaluator and a junior level evaluator/researcher. Note that alternative and larger team compositions will also be considered.

21. The assignment targets both individual consultants and companies. Individual professional consultants can also apply for this assignment, provided the proposal is submitted under the umbrella of a legal entity, i.e., at least one of the professionals would need to be registered as a company to enter into a service contract agreement.

### Mandatory qualifications

22. The applicant(s) should possess the following mandatory qualifications and experience. Not meeting these mandatory criteria will disqualify a proposal.
23. **The firm /legal entity:**
  - It must have been registered as a company for at least three years.
  - It must have at least three previous contracts/references including leading studies/ research and/or evaluations in the area of education and/or teacher development.
24. **The consultant(s):**
25. *Team Leader and/or Senior evaluator:*
  - An advanced University degree at master's level or equivalent in areas relevant to the topic of the evaluation such as education, social sciences, political sciences, economics, or any related field
  - At least 10 years of working experience acquired at the international level or in an international setting.
  - Broad expertise in project/programme evaluation, with a minimum of seven years of professional experience in this field demonstrating a strong record in designing, conducting and leading evaluations, including applying qualitative and quantitative data analysis techniques and Results Based Management (RBM) principles demonstrated in at least five experiences leading an evaluation team.
  - At least three work experiences leading studies, research and/or evaluations in the area of education
  - Excellent oral communication skills in English
  - Analytical and demonstrated excellent drafting skills in English (demonstrated in sample of work)
26. *Other team members (junior evaluator/researcher):*
  - An advanced university degree in education, social sciences, political sciences, economics, or any related field or other related field

- At least 5 years of professional experience in conducting programme and policy evaluations, including applying qualitative and quantitative data analysis techniques and RBM principles
  - Excellent oral communication in English or French
  - Demonstrated excellent report writing skills in English or French
27. *The proposed team members should collectively have the following mandatory qualifications:*
- At least three examples of work demonstrating understanding and application of UN mandates in Human Rights and Gender Equality and/or of gender- and culturally sensitive approaches in evaluation
  - At least two examples of work experience in the UN or experience with assignments for the UN in the framework of the Sustainable Development Agenda, in particular relevant to SDG4 – Education 2030
  - At least one member of the team must have good working language skills in French
  - No previous involvement in the implementation of the activities under review

### Desirable qualifications

28. The following qualifications collectively across all team members will be considered an advantage:
- At least two examples of professional work experience in developing countries or in a national/regional/global development context
  - At least two examples demonstrating expertise in education policy and in particular, related to teacher development at an international level
  - At least three experiences in analyzing and synthesizing research as well as policy and legal documents
  - At least three examples of work demonstrating familiarity with the Theory of Change approach and/or experience of developing ToCs in fields related to Education
  - Other UN language skills at working level will be considered an advantage (Spanish, Russian, Arabic, Chinese).

29. Firms/institutions are required to provide evidence that support the mandatory and relevant desirable criteria are met. According to the evaluation grid, proposals with additional references/proof of evidence to the minimum requirements shall receive higher scores.
30. Verification of these qualifications will be based on the provided curriculum vitae and may include a reference check. Names, titles and contact details of three references should be provided as well as a web link or an electronic copy of one recently completed report with relevance to the assignment. It is mandatory that no team member has had any previous involvement in the development or implementation of the activities under review.
31. If there are several team members, preference will be given to a gender-balanced and culturally diverse team. The evaluator(s) should make use of collaboration with national and / or regional evaluation experts where possible and appropriate, in particular for country case studies and/or in-country data collection.

## 10. Deliverables and schedule

### Deliverables

32. The assignment will consist of the following main deliverables:
- The **inception report**, which should be presented at an inception meeting. This report will outline the detailed methodological approach to take on the assignment and outline when and how the activities for this will be undertaken (work-plan) (*max. 15 pp. excluding annexes*).
  - The **draft evaluation report**, which should be presented at a stakeholder workshop. This report should include (a) the evaluation background, including a description of the evaluand and the evaluation methodology; (b) the evaluation findings; (c) conclusions and lessons learnt and (d) recommendations. In addition, it will include an executive summary of 2-4 pages (*max. 30 pp. excluding annexes*) and a state-of-the-art review on teacher issues since 2016) (*approx. 5- 10 pages as an Annex*).
  - The final evaluation report, a power point presentation, a two-page **evaluation brief/newsletter** and an **infographic**. The report should be developed according to UNESCO IOS Evaluation Office template and quality guidelines, which will be

provided at the onset of the evaluation. The final report will then be formatted by UNESCO to match the IOS Evaluation Office layout and branding for UNESCO corporate evaluation reports.

## Schedule

33. The evaluation is expected to start in January 2022 and be concluded by July 2022. The overall indicative timetable of key activities and deliverables is shown below:

Activity / Deliverable	Indicative date
Desk review and preparation	January 2022
Scoping interviews	January February 2022
Theory of Change workshop	February 2022
Inception report	February 2022
Data collection (& field visits if applicable)	March/April 2022
Data analysis & write-up of draft evaluation report	May/June 2022
Stakeholder workshop (review of draft report)	June 2022
Revision	June/July 2022
Final report, infographic and newsletter	Mid-July 2022

## 11. References

### Relevant Evaluation Resources

- UNEG (2020). *UNEG Ethical Guidelines for Evaluation*. New York City: United Nations Evaluation Group. Retrieved 14 June 2021 from: <http://www.unevaluation.org/document/detail/2866>
- UNEG (2010). *UNEG Quality Checklist for Evaluation Reports*. New York City: United Nations Evaluation Group. Retrieved 29 May 2020 from: <http://uneval.org/document/detail/607>
- UNEG (2014). *Integrating Human Rights and Gender Equality in Evaluations*. New York City: United Nations Evaluation Group. Retrieved 29 May 2020 from: <http://www.unevaluation.org/document/download/2107>

- UNEG (2017). *Norms and Standards for Evaluation*. New York City: United Nations Evaluation Group. Retrieved 29 May 2020 from: <http://www.unevaluation.org/document/download/27>
- UNESCO (2013). *UNESCO Priority Gender Equality Action Plan (2014-2021)*. Paris: UNESCO. Retrieved 29 May 2020 from: <https://unesdoc.unesco.org/ark:/48223/pf0000227222>
- UNESCO (2014). *UNESCO Operational Strategy for Priority Africa (2014-2021)*. Paris: UNESCO. Retrieved 29 May 2020 from: <https://unesdoc.unesco.org/ark:/48223/pf0000228745>
- UNESCO (2015). *UNESCO Evaluation Policy*. Paris: UNESCO. Retrieved 29 May 2020 from: <https://unesdoc.unesco.org/ark:/48223/pf0000253907>

### Relevant Teacher Development Resources

- Incheon Declaration. Framework for Action for the implementation of SDG4 (2015).
- The ILO/UNESCO Recommendation concerning the Status of Teachers (1966)
- The UNESCO Recommendation concerning the Status of Higher-Education Teaching Personnel (1997)
- UNESCO ICT Competency framework for Teachers (2016)
- Teacher Policy Development Guide (2019)
- Closing the gap: Ensuring there are enough qualified and supported teachers - Teacher Task Force advocacy brief (2021)
- The Global Report on the Status of Teachers (2021)
- Supporting learning recovery one year into COVID-19: The Global Education Coalition in action (2021)
- <https://teachertaskforce.org/>
- <http://www.iicba.unesco.org/>
- <https://www.oecd.org/education/talis/>
- <https://www.worldbank.org/en/topic/education/brief/systems-approach-for-better-education-results-saber>



## 12. Indicative evaluation questions for each key dimension.

These questions will be further prioritized and refined during the inception phase of the evaluation:

### 1) *UNESCO's comparative strengths and opportunities in the field of teacher development in contributing to the 2030 Agenda, and to SDG 4 in particular (RELEVANCE, EXTERNAL COHERENCE)*

- How is UNESCO positioning teacher development as a strategic priority area?
- Is it in line with priorities identified by both UNESCO and the global development community?
- Is UNESCO a recognized leader worldwide in the field of teacher policies and teacher development?
- What has been the impact of the COVID-19 pandemic on teacher development and on UNESCO's strategy?
- What are UNESCO's comparative strengths and how can these be best mobilized to add value in addressing Member States' challenges in this area, in particular new and emerging challenges arising from the impact of the COVID 19 pandemic on teaching and learning?
- What future opportunities are emerging and how can UNESCO best capitalize on its comparative strengths?
- How is the work of the ED Teachers' development Section different from/complementary with that of the TTF (both from an internal and from an external perspective)?

### 2) *Partnerships, cooperation and fundraising for teacher development: (EFFECTIVENESS, EXTERNAL COHERENCE, SUSTAINABILITY)*

- How shall UNESCO strategically position itself within the UN family and towards external stakeholders, considering the evolving expectations and new opportunities?

- To what extent does UNESCO's work ensure complementarity, synergies harmonization and co-ordination with other actors in particular national level stakeholders working in the field of teacher development?
- In what way could advocacy for teacher issues be more strategically and effectively pursued with donors and relevant stakeholders to mobilize external partnerships and additional resources?
- Have UNESCO's entities and networks been utilized, and have networking efforts been effectively pursued to mobilize contributions for teacher development interventions globally?
- To what extent are UNESCO Member States engaged in the teacher development agenda? What is their level of ownership?
- What are concrete examples of programmes and activities that have contributed to longer-term changes?
- What provisions have been and could be made to ensure longer term sustainability of results?
- What conditions can be put in place to enhance the potential for financial, institutional and political sustainability of the thematic area?

### 3) *Coherence throughout the Organization and Interdisciplinary Cooperation: (INTERNAL COHERENCE, EFFICIENCY)*

- How is teacher development linked to other education sector priorities such as curricula, policy and planning, ESD, GCED and gender equality in and through education?
- How do different strategies fit together and complement each other?
- What expertise/capacities does UNESCO have in terms of teacher development across the Organization?
- How can UNESCO best capitalize on its in-house, intra-, and intersectoral expertise and approaches for ensuring a comprehensive/holistic approach to teacher development as of the upcoming 2022-2023 biennium (41C/5)?
- How can IICBA be positioned to make sure its added value/strategic leadership can be strengthened?
- What is needed to bring it to the fore and play a key role in teacher capacity-building in Africa?

- Have UNESCO's organizational structure, working methods, managerial support, role distribution, infrastructure and coordination mechanisms adequately assisted in the delivery of its teacher development initiatives in an efficient and effective way?
- Are resources allocated strategically and are these adequate?
- How can UNESCO further capitalize on its outreach entities and networks such as Category 1 and 2 Institutes, UNESCO Chairs, and ASPnet schools?

#### 4) *Results Achieved and Signs of Impact (EFFECTIVENESS, (PATHWAYS OF IMPACT))*

- How successful has UNESCO been in advocating for and monitoring the status/recognition of teachers worldwide e.g., through the World Teachers Day?
- What have been results of efforts towards institutionalizing change towards professionalizing the teacher profession?
- To what extent have UNESCO's interventions had an impact at the level of teacher policies?
- What progress has been made in the achievement of the expected outcomes defined for teacher development in particular since the 39 C/5 Programme and Budget?
- What are other unexpected /unintended effects of these interventions, and how have these been captured?
- What are the challenges and what factors have been influencing the achievement or non-achievement of outcomes, in particular for the most disadvantaged and underrepresented groups?
- Do the organizational tools and processes, including for planning and implementation, follow an RBM approach, and are there dedicated resources to ensure a robust monitoring and evaluation framework?
- What are potential challenges and bottlenecks for the achievement of longer-term results?
- Does the M&E framework for teacher development projects and initiatives on teacher training, recruitment, retention, status and working conditions of teachers include considerations of the pathways towards impact?
- What resources and types of partners shall be envisaged to strengthen the implementation of policy changes to further enhance the impact on teaching and learning?

- How effective has been UNESCO's response to the COVID-19 crisis and in adjusting programming in the field of teacher development?

#### 5. *Global Priorities (Gender Equality, Africa), and Inclusion (RELEVANCE, EFFECTIVENESS)*

- Are UNESCO's two Global priorities Gender Equality and Africa, as well as the SDG 4 principle of Inclusion effectively mainstreamed in the implementation of teacher development interventions?
- Is teacher development effectively integrated in related gender equality, Priority Africa and relevant inclusion-specific initiatives?
- What results have been achieved that contribute to/advance the global priorities' action plans/ SDG 4 Inclusion agenda?
- To what extent have UNESCO's interventions been successful in addressing issues concerning gender disparities as well as potentially disadvantaged, vulnerable and marginalized groups, in particular teachers and learners with disabilities?

#### 6) *Visibility, Knowledge management and Communication: (EFFECTIVENESS, SUSTAINABILITY)*

- To what extent have UNESCO's achievements and lessons learnt in the area of teacher development been visible internally and to external stakeholders?
- To what extent have the results of related projects and initiatives been communicated in an effective manner?
- Are the current UNESCO planning, programming, monitoring and reporting systems, processes and knowledge management tools adequate to provide the required visibility and recognition of UNESCO's work in this field?
- Is the way in which the thematic area is presented in the C/5 Programme and Budget adequate, and does it have an impact on its visibility, communication and possibly, its funding and longer-term impact?
- To what extent have other UNESCO networks and partners been involved in contributing to the wider communication?

## Annex 2. Documentation and literature consulted

### UNESCO strategic and programming documents

- UNESCO 37 C/4 Medium-Term Strategy (2014-21)
- UNESCO 41 C/4 Medium-Term Strategy (2012-29)
- UNESCO (2014). UNESCO Education Strategy, Paris, UNESCO <https://en.unesco.org/icted/content/unesco-education-strategy-2014-2021>
- 38 C/5 Approved Programme and Budget
- 39 C/5 Approved Programme and Budget
- 40 C/5 Approved Programme and Budget
- 41 C/5 approved budget and programme
- UNESCO IICBA (2019), UNESCO IICBA Strategic Plan 2018-2021
- UNESCO Analytical programme implementation report (APIR) 2022 (1 January 2018-21)
- Regular Programme and Extrabudgetary funds/voluntary contributions for past and ongoing projects focusing on UNESCO's work in teacher development (SISTER reports, final narrative reports and, internal and external evaluations)
- Websites of UNESCO (incl. Field Offices) and Category 1 institutes (IICBA, IIEP, IBE, IITE, UIS) as well as of relevant partners (e.g., OECD, World Bank, ILO)

### Relevant UNESCO and international normative frameworks on teachers

- Education 2030: Incheon Declaration and Framework for Action for the implementation of Sustainable Development Goal 4
- The ILO/UNESCO Recommendation concerning the Status of Teachers (1966)
- The UNESCO Recommendation concerning the Status of Higher-Education Teaching Personnel (1997)

### UNESCO publications, tools, guidance, and communication documents

- 13th Policy Dialogue Forum. 13th Policy Dialogue Forum

- Global Education Monitoring and Teacher Task Force Report (2020). Inclusive teaching: Preparing all teachers to teach all students. Paris, UNESCO. <https://teachertaskforce.org/knowledge-hub>
- Teacher competencies in the Digital Revolution – Reaching the Unreached. <https://iite.unesco.org>
- Teacher Policy Development Guide (2019). <https://teachertaskforce.org/knowledge-hub/>
- Transformative pedagogy for peace building: A guide for teachers (2017). [unesdoc.unesco.org](https://unesdoc.unesco.org)
- UNESCO (2021) Supporting learning recovery one year into COVID-19: the Global Education Coalition in action. Paris, UNESCO. <https://unesdoc.unesco.org/ark:/48223/pf0000376061?>
- UNESCO-Hamdani Prize for Teacher Development <https://en.unesco.org/theme/hamdan-prize>
- UNESCO-IICBA (2017). Teacher Support and Motivation Framework for Africa: Emerging patterns. <https://unesdoc.unesco.org/ark:/48223/pf0000259935>
- Teacher policy development in Sub-Saharan Africa - Review of the use of the Teacher Policy Development Guide (2021). <https://teachertaskforce.org/knowledge-hub>
- UNESCO-IICBA (2020) Gender-responsive education: toolkit for teachers, teacher educators, school managers and curriculum developers in Africa. <https://unesdoc.unesco.org/ark:/48223/pf0000375869>
- UNESCO-IICBA (2019) Youth empowerment for peace and resilience building and prevention of violent extremism in Sahel and surrounding countries: a guide for teachers. [unesdoc.unesco.org/](https://unesdoc.unesco.org/)
- UNESCO-IICBA Strategic Plan 2018-202. <https://unesdoc.unesco.org/ark:/48223/pf0000369068>
- UNESCO-IICBA (2013). Fundamentals of Teacher Education Development on Indigenous Early Childhood Care and Education IECCE Curriculum Framework for Africa: A focus on context and content. Addis Ababa, UNESCO IICBA. <https://unesdoc.unesco.org/ark:/48223/pf0000229201>
- UNESCO-IICBA (2020). Teacher's guide on early grade reading instruction. <https://unesdoc.unesco.org>

- UNESCO ICT Competency framework for Teachers (2016). <https://unesdoc.unesco.org/>
- UNESCO, UNICEF, WB (2020). <http://covid19.uis.unesco.org/school-closures-survey/>
- UNESCO-IICBA (2016). Teaching policies and learning outcomes in Sub-Saharan Africa: issues and options. <https://unesdoc.unesco.org>
- World Teachers Day Fact Sheet 2020. [world\\_teachers\\_day\\_fact\\_sheet\\_2020.pdf \(unesco.org\)](http://www.unesco.org/en/world-teachers-day/fact-sheet-2020)
- World Teachers Day 2021. [World Teachers Day fact sheet 2021](http://www.unesco.org/en/world-teachers-day/fact-sheet-2021)
- World Teachers Day 2022. [https://www.unesco.org/en/days/teachers](http://www.unesco.org/en/days/teachers)

## External Evaluations

- A Review of Evaluative Evidence on Teacher Policy (2016). <https://unesdoc.unesco.org>
- Draft Evaluation Report: External Evaluation of the UNESCO-IICBA Project on: Draft Evaluation Report “Teacher Training & Development for Peace-Building in the Horn of Africa and Surrounding Countries” (2019). <https://www.gcedclearinghouse.org/sites/default/files/resources/190075eng.pdf>
- Evaluation of Norwegian Teacher Initiative (NTI) project ‘Strengthening multi-partner cooperation to support teacher policy and improve learning’ (2021).
- Evaluation of UNESCO’s Capacity Development for Education for All (CapEFA) Programme (2016). <https://unesdoc.unesco.org/ark:/48223/pf0000248070>
- Evaluation of UNESCO’s work in information and communication technologies (ICT) in education (2019) <https://unesdoc.unesco.org/>
- Evaluation of the International Institute for Capacity Building in Africa (IICBA) (2005). <https://unesdoc.unesco.org/ark:/48223/pf0000144948>
- Evaluation of the UNESCO Associated Schools Project Network (ASPnet) (2016) - <https://unesdoc.unesco.org>
- Evaluation of the UNESCO-China Funds-in-Trust (CFIT) Project Phase II: Improving Teacher Quality Education in a selected number of countries in Sub-Saharan Africa
- Evaluation of the Teacher Training Initiative for Sub-Saharan Africa (TTISSA) (2009) <https://unesdoc.unesco.org>
- External Evaluation of the International Task Force on Teachers for Education 2030 for its 2018 - 2021 Strategic Plan (2021) <https://teachertaskforce.org/knowledge-hub>

- Final Evaluation of Phase II of the Strengthening Pre-Service Teacher Education in Myanmar (STEM) project (2020) <https://en.unesco.org-myanmar.pdf>
- Independent end of project evaluation of the “Quality Universal Education for Syrian Students and Teachers” (QUESST) 2018
- Independent External Evaluation of UNESCO’s Capacity Development for Education (CapED) Programme’s country-level interventions in Lao PDR and Madagascar (2021) and Lao PDR Country Report
- Review of the International Institute for Capacity Building in Africa (IICBA), 2013 <https://unesdoc.unesco.org>
- Summative Evaluation of UNICEF Support for Education in Zimbabwe EDF 2012 – 2015 and GPE 2014 – 2016 (2018)
- World bank evaluation on selected drivers of education quality: pre-and in-service training (2019) <https://openknowledge.worldbank.org>

## Other resources

- Audit of the UNESCO International Institute for Capacity Building in Africa (IICBA), September 2022, UNESCO Division of Internal Oversight Services; <https://unesdoc.unesco.org/ark:/48223/pf0000382867.locale=en>
- Educational International - [The Global Report on the Status of Teachers \(2021\)](https://www.oecd.org/education/talis/)
- GEM (2021), Global education monitoring report, 2021/22: non-state actors in education: who chooses? who loses?: <https://unesdoc.unesco.org/ark:/48223/pf0000379875.page=473> p. 463. Also, for updated UNESCO
- International Teacher Task Force for Education 2030 Strategic Plan 2018 – 2021 <https://unesdoc.unesco.org/ark:/48223/pf0000261708>
- Ministry of Education, Youth and Sport (2019), Cambodia’s Education 2030 Roadmap Sustainable Development.
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- Synthesis report: Teachers readiness for remote teaching during the COVID 19 emergency in selected SADC countries (2021) <https://teachertaskforce.org/knowledge-hub/teachers-readiness-remote-teaching-during-covid-19-emergency-selected-sadc-0>
- Teacher Task Force (2021). Closing the gap: Ensuring there are enough qualified and supported teachers in sub-Saharan Africa. Paris, UNESCO. <https://teachertaskforce.org/knowledge-hub>

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- UN (2022) Transforming Education Summit Thematic Action Track 3: Teachers, teaching and the teaching profession Discussion Paper (Final draft –15 July 2022) <https://knowledgehub.sdg4education2030.org/AT3DiscussionPaper>
- UNESCO (2021), Theory of Change (ToC) Teachers, 16 December 2021.
- UNESCO (2021), Reimagining our futures together: a new social contract for education: <https://unesdoc.unesco.org/ark:/48223/pf0000379707>
- UNESCO-UIS (2022), SDG benchmark 4.c.1: <https://geo.uis.unesco.org/sdg-benchmark/proportion-of-teachers-with-the-minimum-required-qualifications;> or the underlying UIS database on SDG: <http://sdg4-data.uis.unesco.org/>
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- UNESCO (2017). A Guide for Ensuring Inclusion and Equity in Education p. 13, <https://unesdoc.unesco.org/ark:/48223/pf0000248254>.
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- UNESCO Institute for Statistics (2019) <http://data.uis.unesco.org/>
- World Bank's Systems Approach for Better Results <https://www.worldbank.org/en/topic/education/brief/systems-approach-for-better-education-results-saber>
- World Bank, World Development Report 2018: Learning to Realize Education's Promise, 2018, 131. SDG 2019 progress report on SDG 4: <https://unstats.un.org/sdgs/report/2019/goal-04/>

## Case studies

### Cambodia

- <https://partners.globalpartnership.org/stakeholders/grant-agents/>
- <https://teachertaskforce.org/ar/node/262>
- <https://www.globalpartnership.org/blog/cambodia-pandemic-may-have-closed-schools-learning-never-stops>
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### Ghana

- Akseer, Spogmai; Jativa, Ximena (2021). Time to Teach: Teacher attendance and time on task in Ghana, Innocenti Research Report, UNICEF Office of Research - Innocenti, Florence.
- GES (2014) Pre-tertiary Teacher Professional Development and Management Policy in Ghana. Beginning Teacher's Handbook. Ghana Education Service, Ministry of Education.
- Ghana Ministry of Education (2017) The national teacher education curriculum framework. <https://t-tel.org/download/national-teacher-education-curriculum-framework/?wpdmdl=3287&refresh=63ef71c2ac02b1676636610>
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- National Teaching Council (n.d.) Ghana Teacher Prize (2022): application and eligibility. <https://ntc.gov.gh/2022/03/08/ghana-teacher-prize-2022-2/>
- PPMI (2021), Strengthening multi-partner cooperation to support teacher policy and improve learning: project evaluation.
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## Annex 3. List of stakeholders interviewed

### UNESCO HQ

Name	Function	Sector
CHAKROUN, Borhene	Director	Education, Division for Policies and Lifelong Learning Systems
CONHYE-SOBBRAYEN, Jaya	Programme Specialist	Sector for Priority Africa and External Relations
COUPEZ, Anne	Chief of Unit	Education, Executive Office
DIAWARA, Rokhaya	Programme Specialist	Education, Section for Education Policy
DJIOZE, Valerie	Programme Specialist	Education, Section for Teacher Development
GUERRIERO, Sonia	Programme Specialist	Education, Section for Teacher Development
LOUPIS, Leila	Senior Project Officer	Education, Section for Teacher Development
MCOMISH, Elspeth	Programme Specialist	Education, Section of Education for Inclusion and Gender Equality
MOROHASHI, Jun	Chief of Section	Education, Section for Education for Sustainable Development
SSEREO, Florence	Programme Specialist	Education, Section for Teacher Development
VARGAS TAMEZ, Carlos	Chief of Section	Education, Section for Teacher Development

### UNESCO field offices and Category 1 institutes

Name	Function	Field Office
AHMADOU YOUSSOUFOU, Abdoul Razak	National project officer	UNESCO Dakar
ALAM, Sardar Umar	Head of Office and UNESCO Representative to Cambodia	UNESCO Phnom Penh
ANG, Sopha	Programme officer	UNESCO Phnom Penh
BELLA, Nicole	Education Programme Specialist	UNESCO Kingston
BENGTSSON, Stephanie	Programme Specialist	UNESCO-IIEP
BOUBACAR, Salifou	National Associate Project Officer	UNESCO Niamey
DIALLO, Abdourahamane	Head of Office and Representative	UNESCO Accra
DJIBO, Ousmane	National Project Officer	UNESCO Dakar
ENGIDA, Temechegn	National Professional Officer	UNESCO-IICBA
GEORGESCU, Dakmara	Programme Specialist	UNESCO Beirut
HONG, Natalie	Senior Project Officer	UNESCO Bangkok

Name	Function	Field Office
HUSSON, Guillaume	Senior Programme Specialist	UNESCO Dakar
KHAN, Bophan	Consultant	UNESCO Phnom Penh
KHAN, Faryl	Education Programme Specialist	UNESCO Bangkok
LABE, Olivier	Assistant Programme Specialist	UNESCO-UIS
MCFARLANE, Esther Christine	Project Officer	UNESCO Phnom Penh
MONTGOMORY, Lucet	Programme Assistant (Education)	UNESCO Kingston
NDIFOR, Eleves	National Project Officer	UNESCO Niamey
NYAVOR, Prosper	Education National Programme Officer	UNESCO Accra
PADILLA, Danilo	Chief of Education and Programme Specialist	UNESCO Phnom Penh
RUSCELLI, Davide	Project Officer	UNESCO Dakar
SANGA, Dimitri	Director of Office and UNESCO Representative	UNESCO Dakar
SWABY-ANDERSON, Latoya	National Professional Officer	UNESCO Kingston
TOURNIER, Barbara	Programme Specialist	UNESCO-IIEP
WEST, Naketa	Former Education Consultant	UNESCO Kingston
YDO, Yao	Director	UNESCO-IBE
YOKOZEKI, Yumiko	Director	UNESCO-IICBA
ZHAN, Tao	Director	UNESCO-IITE

## External Stakeholders

Name	Function	Organisation
<b>Global level partners</b>		
ARMANDO, Joel	Product Manager Director and Educator	Blackboard Academy
BELFALI, Yuri	Head of Division, Division for Early Childhood and Schools	OECD
BELLINGER, Amy	Director of Programs	Education Commission
COBO, Cristobal	Senior Education and Technology Specialist	World Bank
DE GRAUWE, Charlotte	Head of Education Unit	Delegation of the EU to Niger
LUICHIES, Meral	Country Programmes Manager	Flemish Association for Development Co-operation and Technical Assistance (WOB)
Vivekanandan, Ramya	Senior Education Specialist & Thematic Lead (Teaching & Learning)	Global Partnership for Education
<b>UN Agencies</b>		
ADAMU, Madeez	Education specialist	UNICEF
DEKI, Kezang	Education Specialist	UNICEF

Name	Function	Organisation
LIANG, Oliver	Head of unit. Senior specialist: education, media, culture, sports	International Labour Organization
RUSSELL, Kenneth	Education Specialist	UNICEF
<b>Donors</b>		
DIEBEL, Erfan Immanuel	Senior Education Policy Advisor	Gesellschaft für Internationale Zusammenarbeit (GIZ) and a member of the TTF
FOSEN, Gerd-Hanne	Policy Director	Norwegian Agency for Development Cooperation and a member of the TTF
SINYOLO, Dennis	Director of Education, International's African Regional Office	Education International and a member of the TTF
<b>UNESCO Category 2 Centres</b>		
NAWARATNE, Sunil	Director-General	National Institute of Education, South Asian Centre for Teacher Development
SAMARAWEEERA, Darshana	Deputy Director-General	National Institute of Education, South Asian Centre for Teacher Development
<b>UNESCO Chairs</b>		
BISANDA, Elifas Tozzo	Professor and UNESCO Chair	The Open University of Tanzania
VILLAS-BOAS, Lucia	Professor and UNESCO Chair	The Fundação Carlos Chagas
<b>Teachers (Inc. school leaders)</b>		
KING-ADAMS, Rahphilia	Teacher	Saint Mark's Roman Catholic School
LEAKNITA, Chhun	Teacher	Muk Neak School
Nhor Sokna	Teacher	Muk Neak School
PHALLY, You	School Director	Akthipakdei School
SAVOEUN, Chab	Teacher	Akthipakdei School
SINAN, Pav	School Director	Muk Neak School
<b>Other Partners</b>		
<b>Regional level</b>		
BERRY, Camille	Assistant Lecturer	Caribbean Center for Educational Planning University of the West Indies, Mona Campus
MOORE, Schontal	Lecturer	Caribbean Center for Educational Planning University of the West Indies, Mona Campus
THOMPSON, Canute	Head of CCEP and Senior Lecturer	Caribbean Center for Educational Planning University of the West Indies, Mona Campus
<b>National level</b>		
ABANI, Zeinabou	PVE project trainer, Officer of the Directorate for initial and in-service training (DFIC)	Ministry of Education
ADDAI-POKU, Christian	Registrar	National Teaching Council
ANKOMAH, Yaw A.	Professor and National focal point for TTF	University at Cape Coast
AWI-ALHER, Ihiya	ImaginÉcole National Consultant	EFREI : Systèmes – Réseaux – Sécurité
BACHAROU, Issa	G5 Sahel national focal point	Ministry of Education
BANKALI, Issaka	Head of the e-Learning Service at DFIC	Ministry of Education
BOAHENE, Akwasi Addae	Education Policy Specialist (former member of NATCOM)	Transforming Teaching Education and Learning



Name	Function	Organisation
CHANCHHAYA, Chhouk	Deputy Director	Ministry of Education, Youth and Sport, Teacher Training Department
COULIBALY, Rahila	Head of the School Health Division	Ministry of Education
GORDON, Winsome	Head of JTC	Jamaica Teaching Council
HAV, Thou	Vice Chief of Office	Education Quality Assurance Department
MASSA, Paola	Education Advisor	Kampuchea Action to Promote Education
MOUSSA, Bizo	PVE trainer and specialist in educational planning	Ministry of Education
NERQUAYE-TETTEH, Ama Serwah	Secretary-General	National Commission of Ghana for UNESCO
NESSAY, Puth	Deputy Director	Education Quality Assurance Department
PAGNA, Tol	Vice Chief of Office	Education Quality Assurance Department
PENGLONG, Ngo	Director	Ministry of Education, Youth and Sport
SAMBAT, Ky	Administrator/Continuing Professional Development coordinator	Akthipakdei school
SAMNA, Aliou Hassane	Contributor to the teachers' policy document under the G5 Sahel project	Syndicat national des enseignants de base
SAMSIDETH, Dy	Deputy Director-General	Ministry of Education, Youth and Sport
SARPONG, Lawrence	Deputy - Registrar	National Teaching Council
SENGTIUOT, Lim	Inspector	Education Quality Assurance Department
SOTHEA, LIM	Director-General	Ministry of Education, Youth and Sport
VANNANEN, Daavid	Education Advisor	Kampuchea Action to Promote Education
WELLINGTON, Richie Mike	Programme officer	National Commission of Ghana for UNESCO
WESLEY-OTOO, Ernest	Project Officer (former NPO of the NTI-project)	T-TEL: Transforming Teaching Education and Learning

Note: eight more interviewees participated in focus group discussions in Niger

## Annex 4. Detailed reconstruction of the Theory of Change

34. The development of a Theory of Change helps to understand the strategic and operational planning of initiatives with ambitious and complex goals. At its simplest, the theory of change is a dialogue-based process intended to generate a 'description of a sequence of events that is expected to lead to a particular desired outcome.'<sup>170</sup> In our understanding, a reconstruction of the intervention's theory of change should assess the logic behind the intervention's approach and the context in which it is implemented. This helps to clarify the intended outcomes of an intervention. It also allows us to make implicit assumptions in the chosen approach explicit. It starts from a baseline analysis of the context and issues. It then maps out the logical sequence of changes that are necessary in the different contexts to support the desired long-term change.<sup>171</sup>
35. In this evaluation, the purpose of reconstructing the theory of change (ToC) is twofold:
- First of all, it is instrumental in documenting the development of the intervention since its creation. Reconstructing the theory of change will analyse the logic behind the approach and the context in which the intervention is implemented. It allows us to sketch out the sequence of changes of the envisaged outcomes and expose the assumptions underlying the chosen approach.
  - Secondly, from a forward-looking perspective, the use of a theory of change is even more important. A theoretical mapping of the change process, its underlying assumptions and the identified risks of the intervention offer the lens against which lessons can be drawn for the future (refine the theory of change).
36. The table below lists the essential elements for a comprehensive ToC approach. It follows the logic that to fully understand the change process it is necessary for each element in the intervention's implementation to identify the 'why, what, who, when, and how.'

**Table 11.** Required elements for a comprehensive ToC approach

<p><b>The line of reasoning</b> towards achieving results (mechanism and expected outcomes)</p>	<ul style="list-style-type: none"> <li>• Problem statement (identify the problem and examine its underlying causes)</li> <li>• Overall goal (following from the problem statement, an identification of the goal to be achieved and how success will be identified)</li> <li>• Change process and where to look for signs of change (identify the mechanism of change linking the inputs to short-term output/outcomes and long-term goal and identify milestones, indicators or other tools to assess/measure the extent of change)</li> <li>• Overarching meta-theory on how UNESCO's work on teacher development responds to the identified problem (define the underpinning theory that justifies the chosen change process)</li> </ul>
<p><b>The activity implementation,</b> describing planned interventions and risks</p>	<ul style="list-style-type: none"> <li>• Activities (actions intended to catalyse the change process)</li> <li>• Inputs and actors that were involved (identify the actors in the change process, define their roles and relationships)</li> <li>• Assumptions and related risks along the line of reasoning and implementation</li> </ul>

Source: Stein, D., Valters, C., (2012), Understanding 'Theory of Change' in international development: a review of existing knowledge (LSE), adjusted and elaborated by authors.

37. In the following section, a preliminary reconstruction is provided, looking at the elements identified above.

170. Rick Davies, April 2012: Blog post on the criteria for assessing the evaluability of a theory of change: <http://mandenews.blogspot.co.uk/2012/04/criteria-for-assessing-evaluability-of.html>

171. Ockham IPS applied this ToC approach in numerous evaluations for UNESCO and other organisations such as the European Training Foundation, the British Council, Enable, etc.

## 1. Problem statement

There is a lack of quality teacher policies that are supportive to solving the teacher gap, both in qualitative and quantitative terms, and that support teachers to deal with emerging (educational) crises.

38. This section describes the problem behind UNESCO's work on teacher development and examines its underlying causes.
39. Teachers are consistently mentioned as the most critical factor in educational quality and student learning outcomes. Before the COVID-19 pandemic, there were more children in schools worldwide than ever before. However, many of them still have not acquired basic literacy and mathematical skills. The global teacher workforce has expanded rapidly since 2000. While the total number of teachers worldwide has gone from 62 million to 94 million teachers between 2000 and 2019<sup>172</sup> – a 50% increase –, many more teachers are needed. In many parts of the world the insufficient number of trained teachers jeopardises the prospects for quality, inclusive and equitable education. According to the UN assessment on the progress made towards the Sustainable Development Goals (SDG), the shortage of well-trained teachers is one of the main reasons for this<sup>173</sup>. The acute shortage of qualified teachers is a global concern, but the largest shortage of trained qualified teachers can be found in sub-Saharan Africa, where 70% of countries face shortages at primary level and 90% of countries at secondary level<sup>174</sup>. Projections by the International Teacher Task Force for 2030 (TTF) in 2021 show that sub-Saharan Africa is not on track to meet the target of hiring 69 million teachers, needing 15 million more teachers to be recruited by 2030<sup>175</sup>. This shortage of qualified 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 addition, countries are confronted with gender equality and inclusion-related issues in education systems, impacting the

172. World Teachers Day Fact Sheet 2020 - <https://teachertaskforce.org> (Accessed on 22 December 2021)

173. Another reason would be the bad conditions of schools. See Report of the UN Secretary-General, «Progress towards the Sustainable Development Goals», E/2017/66E/2017/66

174. UNESCO Institute for Statistics (2019) <http://data.uis.unesco.org/> (Accessed on 22 December 2021)

175. World Teachers Day Fact Sheet 2021 - <https://teachertaskforce.org/sites/default/files/2021-10/2021%20World%20Teachers%27%20Day%20fact%20sheet%20EN%204Oct%202021.pdf> (Accessed on 21 December 2021) 15 million teachers: 6.1 million at primary level and 8.9 million at secondary level (Teacher Task Force (2021). Closing the gap: Ensuring there are enough qualified and supported teachers in sub-Saharan Africa. Paris, UNESCO. [www.teachertaskforce.org](http://www.teachertaskforce.org))

teacher profession, teacher education, and the teaching quality in terms of the use of gender and inclusion sensitive teaching and learning. Hence, while being a critical factor in educational quality, there is a quantitative and qualitative teacher gap globally and most acute in parts of the world that need educational quality the most.

40. Teachers are fundamental drivers for the implementation of all SDG 4 targets and indicators, as the role of teachers affects the potential and result of all sectors ranging from Early Childhood Care and Education to Lifelong Learning. This is reflected by the fact that multiple SDG 4 targets explicitly refer to aspects of teacher supply. We concentrate here specifically on SDG 4.c, which requires that by 2030, the supply of qualified teachers is substantially increased, including through international cooperation for teacher training in developing countries, especially least developed countries, and Small Island Developing States (SDG Target 4.c).
41. UNESCO serves as the custodian agency for SDG 4 and is tasked to ensure the advancement of high-quality education, for which teacher capacity development is a crucial precondition. Addressing the shortage of qualified teachers calls for comprehensive teacher policies that cover all issues relating to the teaching profession, such as training, recruitment, competences, status, working conditions and salary. In addition, it is essential to focus on capacity development of teacher training institutes and quality programmes.
42. Addressing the teacher gap does not only require a focus on quantity. 'Teacher motivation and sense of professional responsibility' are crucial factors in the success of individual learning and education systems<sup>176</sup>. Unmotivated teachers without professional commitment lead to widespread absenteeism, a high attrition rate of teachers, high turnover and poor teacher performance. All of this *undermines the foundations of quality education*. On the contrary, dedicated teachers with high expectations and empathy for every learner have impact on learner outcomes. Attention for the working conditions of teachers is therefore yet another crucial element of teacher development. A healthy and safe workspace and material incentives package that attract and retain the best candidates in the profession all contribute to teacher development, especially regarding SDG 4.c.
43. Whilst significant efforts have been undertaken in the period between 2016 and 2020, the COVID-19 pandemic has likely thwarted progress in many of the mentioned challenges and further exacerbated existing challenges in the education system. A successful education recovery depends on increased investment in the

176. Teacher Policy Development Guide 2019, page 12.

aforementioned topics of the 71 million K-12 teachers. Furthermore, the educational disruptions “have confirmed the crucial role of teachers in maintaining learning continuity, but also in sustaining the very dynamics of households, families, and communities. As a result, parents, communities, and education systems have engaged in discussions on the importance of teachers that could contribute to develop a renewed appreciation of the profession and their vital role in educational recovery and in supporting the social, economic and cultural life of societies.”<sup>177</sup>

44. However, “the high regard for the work of teachers is not fully reflected in current policy measures. Teachers are seldom consulted or invited to participate in decision-making and policy formulation processes. As a consequence of this lack of recognition, the teaching profession is not one of the most appealing careers for the best students going into tertiary education. Beyond the working conditions and remuneration, another deterrent for youth entering the profession and for in-service teachers to deploy their talent is the growing establishment of accountability regimes that constrain teachers’ agency, autonomy, and decision-making power, and ultimately render the profession less attractive and intellectually rewarding. These forms of accountability undermine the very work that teachers are called to do and threaten to narrow the curriculum and water down the authoritative role of teachers in society. For the post-pandemic recovery phase, it is essential to restore the role of teachers as key actors in rebuilding more adaptive education systems that are resilient against future shocks and ensure equity and inclusion for all learners at all times.”<sup>178</sup> Hence, poor teaching quality is the result of system-level policies that do not appropriately recruit, prepare, support, manage, and motivate teachers<sup>179</sup>.

**Hence, the problem statement demonstrates that there is a lack of quality teacher policies that are supportive to solving the teacher gap, both in qualitative and quantitative terms, and that support teachers to deal with emerging (educational) crises.**

177. UNESCO (2021), ToC Teachers 16 December 2021.

178. UNESCO (2021), ToC Teachers 16 December 2021.

179. <https://www.worldbank.org/en/topic/teachers#1> (Accessed on 22 December 2021)

## 2. Overall goal of UNESCO's work on teachers

UNESCO's goal is to explore how governments, teacher education institutions and other stakeholders can better prepare and support teachers so that steps are taken towards resolving the teacher gap.

45. This section, following from the problem statement, identifies the goal to be achieved by UNESCO's work on teachers and how success can be identified.
46. UNESCO's medium-term strategy (2014-2021), under Strategic Objective 1 (Supporting Member States to develop education systems to foster high quality and inclusive lifelong learning for all) recognises the acute shortage: “there is a crucial shortage of qualified teachers in many countries to provide quality education to a growing number of learners.”<sup>180</sup> The UNESCO Education Strategy 2014-2021 indicates the first priority is to “address the challenge of teacher shortages by strengthening national institutional capacities to increase the supply of qualified teachers at country level. This requires a focus on teacher training institutions as well as on national capacity development for teacher policy formulation, implementation and evaluation.”<sup>181</sup> A second priority for enhancing the quality of teaching and learning, is to promote pre-service and in-service professional development programmes for teachers and teacher educators. UNESCO aims to support “teacher professional development through capacity development, especially of teacher-training institutions and dissemination of innovative teaching practices that improve teacher effectiveness.”<sup>182</sup> In this, it also focuses on gender and inclusion-sensitive teaching and learning.
47. The problem statement concerning teachers is not new and has remained largely unchanged over the last decade. So has UNESCO's response. The 2012-2015 UNESCO Strategy on teachers referred to the following priorities<sup>183</sup>:
- **Addressing Teacher shortage: Bridge the teacher gap in priority countries, particularly in Sub-Saharan Africa**, by developing further the national capacities

180. 37 C/4 Medium-Term Strategy 2014–2021, p. 18

181. UNESCO (2014), UNESCO Education Strategy 2014–2021, p. 40.

182. 37 C/4 Medium-Term Strategy 2014–2021, p. 18

183. UNESCO (2012), UNESCO strategy on teachers (2012-2015), p. 1-2.

to increase the number of qualified teachers and to deploy, support and manage them effectively.

- **Addressing Teacher Quality: Improve teaching quality**, by systematically organizing and disseminating the existing knowledge base about effective teaching, particularly in disadvantaged contexts, and about mechanisms to support teachers and their professional development while removing obstacles to their success as defined in *UNESCO's Strategy on teachers (2012-2015)*.
- **Enhancing Research, knowledge production and communication**: Inform the global debate about teaching with comparative evidence, by supporting the development of policy and normative frameworks, as well as dedicated instruments, and extending the opportunities for international dialogue on successful policies, strategies and practices, including through peer learning, particularly in relation to policies for attracting, retaining, deploying teachers, especially in disadvantaged contexts.

48. The UNESCO programme and budget documents (C/5) provide more details on UNESCO's specific envisaged contribution (see box 1).

## Box 1.

### Overview of teacher-related expected results in the C/5 documents 2016-2021

#### 38C/5 2016-2017:

**ER5** National capacities strengthened, including through regional cooperation, to develop and implement teacher policies and strategies so as to enhance the quality of education and promote gender equality

- Reinforcing teacher training institutions in Sub Saharan Africa
- Improving teacher policy formulation, implementation and assessment at country-level
- Reinforcing school leadership and supervision
- Monitoring instruments and promoting standards of professional practice
- Acting as a clearing-house and documenting progress in teacher development and teaching worldwide

**ER7** National capacities strengthened to develop and implement technology policies in education, particularly in teacher training and professional development:

- Teacher standards and professional development in ICTs

Teachers are also mentioned in relation to **ER8** (Promoting education for peace and human rights) under *mainstreaming peace, human rights and global citizenship education; and are specifically addressed in relation to Priority Africa, the priorities for IITE and IICBA*.

#### 39C/5 2018-2019:

**ER5** National teacher policies developed and / or implemented, and teacher training programmes improved to increase the supply of qualified and motivated teachers (MLA 1 Support Member States in the implementation of SDG 4)

Teachers are also referred to under **ER 4** (improved national policies and capacities to increase access for all women and men to equitable, affordable and quality-assured higher education and to advance the recognition of studies), *Associated schools network (ASPnet), Education for Sustainable Development, Global citizenship education, Inclusive education, Education in emergency situations and for crisis-affected populations; and the priorities for IITE and IICBA*

#### 40C/5 2020-2021

**ER5** National teacher policies developed and/ or implemented and teacher-training programmes improved to increase the supply of qualified and motivated teachers (MLA 1 Support Member States in the implementation of SDG 4)

Teachers are also referred to under **ER 4** (improved national policies and capacities to increase access for all women and men to equitable, affordable and quality-assured higher education and to advance the recognition of studies), *Education for Sustainable Development, Global citizenship education, Inclusive education, Education in emergency situations and for crisis-affected populations; and the priorities for IITE and IICBA*.

49. Consistent with the 37 C/4 medium-term strategy objective (as stated before), what becomes apparent through the expected results (as defined in the C/5s) is that UNESCO's work focuses on teacher policy development and implementation on the one hand and on improving teacher training programmes on the other hand. Through this, UNESCO is expected to contribute to increase the supply of qualified and motivated teachers (in line with SDG 4.c).
50. The IICBA strategic goals for 2018-2021 are aligned with the UNESCO overall objective, focussing specifically on Africa: 1) To support the increasing supply of qualified teachers; and 2) To enhance teacher support and motivation.<sup>184</sup>

184. UNESCO IICBA (2019), UNESCO IICBA Strategic Plan 2018-2021, p. 10.



**Put altogether, responding to the problem statement, UNESCO's goal is to explore how governments, teacher education institutions and other stakeholders can better prepare and support teachers so that steps are taken towards resolving the teacher gap.**

51. Furthermore, UNESCO supports them in addressing “the challenges derived from the digital turn and the pandemic, and steer progress, including through innovative pedagogies, to revert learning loss and enhance capacities for inclusive, gender-sensitive and blended teaching and learning.”<sup>185</sup>
52. The link between UNESCO's goal and the problem statement is substantiated by the following statement concerning assumptions: “if teacher policies are comprehensive, evidence-driven and crisis-sensitive, if teacher education responds to changing realities, if teacher knowledge is systematically documented and disseminated by peer support and professional learning communities, if innovative teacher policies and practices are effective and disseminated, then trained and supported teachers will improve learning outcomes and address the changes brought forth by the digital and AI transformation and the COVID-19 crisis.”<sup>186</sup>

### 3. Activities

UNESCO implements a broad set of activities in line with the five functions of UNESCO, covering monitoring of international normative instruments regarding the teaching profession; supporting Member States in the development and review of teacher policies and strategies including teachers' participation in social dialogue and in decision-making in education; developing human and institutional capacities for enhancing the quality of teaching and learning; including through online and distance learning approaches; production and dissemination of knowledge, methodological documents and guidelines, and strengthening the evidence base for the implementation and monitoring of the teacher target in Education 2030; and undertaking advocacy and knowledge sharing for the promotion of quality teaching and learning, and for improved teacher management (i.e. such as teacher's deployment, teachers' careers).

185. UNESCO (2021), ToC Teachers 16 December 2021.

186. UNESCO (2021), ToC Teachers 16 December 2021.

53. This section summarises UNESCO's activities conducted between 2016-2021. A more elaborated overview will be provided separately.<sup>187</sup>
54. UNESCO teacher development activities are aligned with the UNESCO's five functions, as defined by the Executive Board in the previous 37 C/4 Medium-Term Strategy (2014-21).
- serving as a laboratory of ideas and generating innovative proposals and policy advice in its fields of competence,
  - developing and reinforcing the global agenda in its field of competence through policy analysis, monitoring and benchmarking,
  - setting norms and standards in its fields of competence and supporting and monitoring their implementation,
  - strengthening international and regional cooperation in its fields of competence and fostering alliances, intellectual cooperation, knowledge sharing and operational partnerships; and
  - providing advice for policy development and implementation and developing institutional and human capacities.<sup>188</sup>
55. The concrete scope of UNESCO activities in the field of teacher development can be summarised along the following cross-cutting areas:
- Monitoring of international normative instruments regarding the teaching profession
  - Supporting Member States in the development and review of teacher policies and strategies including teachers' participation in social dialogue and in decision-making in education
  - Developing human and institutional capacities for enhancing the quality of teaching and learning; including through online and distance learning approaches.
  - Production and dissemination of knowledge, methodological documents and guidelines, and strengthening the evidence base for the implementation and monitoring of the teacher target in Education 2030

187. Based on the IOS desk research.

188. UNESCO Medium-Term Strategy for 2014-2021, 37C/4, page 15

- Undertaking advocacy and knowledge sharing for the promotion of quality teaching and learning, and for improved teacher management (i.e., such as teacher's deployment, teachers' careers).
56. The UNESCO activities are all designed and implemented taking into account Priority gender equality, Priority Africa and relevant inclusion-specific priorities to respond to the challenges of those who need support the most.

## 4. Inputs and actors that were involved

UNESCO implements its activities through allocating several millions of USD in regular programme budget and voluntary contributions and through staff within UNESCO HQ (ED and others); Category 1 institutes, Category 2 centres, and associated networks, in partnership with other organisations and Member States.

57. This section identifies the actors in the change process, defines their roles and relationships. It also indicates the financial resources available for UNESCO's work.
58. The Education Sector has a dedicated Section for Teacher Development at UNESCO HQ, but its work on teachers is much broader, with considerably higher numbers of staff working in the field and across different Sectors in teacher-related fields<sup>189</sup>. Within the education sector, also other sections are working with and on teachers such as the Section of Education for Sustainable Development; Section of Global Citizenship and Peace Education; and the Unit for ASPnet. Teachers are also a relevant topic in other programme sectors. In CI, working on Media and Information Literacy and AI involves working with teachers; in SC, STEM also means equipping teachers with (new) skills; in SHS, the work on sports consisted of developing a Sport Values in Every Classroom toolkit for teachers; in CLT, living heritage and inclusive education also meant working with teachers.
59. Besides HQ, the Field Offices and cluster offices also work directly on teacher development issues. The Category 1 institutes also play a key role in conducting UNESCO activities related to teachers. Most notably IICBA is particularly important

189. The Section works with a community of practice of 60-70 specialised programme staff across UNESCO field offices and institutes. While this better expresses the scope of teacher-related activities and staff involved, it is still likely to be an underestimation of the scope.

as it is the institute in charge of the capacity development of teachers in Africa. Furthermore, Category 2 centres, associated partners and networks (UNESCO chairs, ASPnet, UNEVOC network) support the implementation of UNESCO's initiatives.<sup>190</sup> Important to mention is the International Task Force on Teachers for Education 2030, whose Secretariat is housed at the section for teacher development.

60. The Education Sector's budgetary resources specifically dedicated to teacher development activities under Expected Result (ER) 5 and the dedicated teacher capacity development institute (IICBA) over the last biennia are as follows. While there has been a tendency for a decrease of regular programme resources, voluntary contributions have risen steadily over the last three biennia, as demonstrated in the table below.

**Table 12.** Dedicated budget for teacher development, as allocated per 38, 39 and 40C/5 Approved Programmes and Budgets (in USD)<sup>191</sup>

Period	Entity	Regular Programme Budget	Extrabudgetary /Voluntary Contributions <sup>192</sup>	Funding Gap
2016/17	ER5	2,158,900	3,500,600	N/A
	IICBA	1,980,900		N/A
2018/19	ER5	1,753,200	4,806,900	39,750,900
	IICBA	1,980,900		2,000,000
2020/21	ER5	1,204,500	6,931,000	27,856,000
	IICBA	1,980,900		2,000,000

61. UNESCO works in close partnership with other organisations. These concern partners from the UN family; Member States representative organisations (incl. governments); and development partners at local, regional and global level.

190. A full overview of the stakeholders can be found in the stakeholder mapping attached to the inception note.

191. The figures are generated from the official UNESCO Programmes and Budgets (C/5) and, SISTER financial reports <https://unesdoc.unesco.org/>

192. As of the 39 C/5 Programme and budget (2018/19) UNESCO presents an integrated budget framework encompassing both assessed contributions (regular budget (RP), voluntary contributions and the estimated funding gap. Earlier C/5 Programme and Budget documents presented donor funded contributions as extrabudgetary resources (XB), separately from the regular budget (RP) stemming from Member States' assessed contributions.

## 5. Change process and where to look for signs of change

Through implementing its diverse set of activities, UNESCO envisages to establish a change process within countries resulting in improvements related to key dimensions considered crucial to any comprehensive teacher policy; in improvements of teacher training institutions and their provision and generally improvement of the quality (and quantity) of teachers. This change process is finally directed towards supporting countries' performance with regard the SDGs (specifically SDG 4c).

Overall, UNESCO's line of reasoning is to support Member States' stakeholders through capacity building, norm setting, technical assistance, developing innovative ideas and through monitoring developments and progress, to advance in their teacher policies to reach the SDG 4.c target in increasing the number of qualified teachers.

62. This section aims to identify the mechanism of change linking the inputs to short-term outputs/outcomes and long-term goal and identify milestones, indicators or other tools to assess/measure extent of change.
63. UNESCO's attention to teachers is structured by the Education 2030 Framework for Action, which reinforces attention to SDG 4 and calls for a substantial increase in qualified teachers through the betterment of their training, recruitment, retention, working conditions, motivation and status as aimed for by SDG 4.c. The change process is also related to the SDG logic and the final impact of UNESCO actions should ultimately be measured by how Member States progress towards the achievement of the SDGs. Before discussing potential impact on the SDGs, first UNESCO's performance against its own performance indicators should be mapped.
64. Performance of UNESCO against the indicators in the C/5
65. The following table provides an overview of UNESCO's achievements on the performance indicators related to teachers. This overview only reports on the targets and achievements of UNESCO HQ and the Field Offices and not that of the Category 1 institutes.

**Table 13.** Achievements related to performance indicators) (last column: green indicates that targets are reached, orange that targets are not reached.

38 C5 2016-2017	Performance indicators	Targets 2017	Achievements (based on PIR 2014-2017)	sub-indicator	Assessment (related to expenditure plan targets)
Expected result 5: National capacities strengthened, including through regional cooperation, to develop and implement teacher policies and strategies so as to enhance the quality of education and promote gender equality	1. Number of countries which have initiated reform and/or review of teacher policies and systems, paying strong attention to equity and gender issues	At least 50 Member States (expenditure plan: At least 20 Member States (mainly in Africa, Asia-Pacific and Arab States)	Over 40 countries across Africa, APA, LAC, and Arab region, of which 5 are SIDS. Interventions include technical support to teacher policy reforms; increasing the number of teachers with qualifications; and reviewing and assessing teacher standards.	MS	2.0
	2. Number of countries where teacher training and continuous professional development have been strengthened	At least 30 Member States (expenditure plan: At least 20 Member States (covering Africa, LAC and Arab States)	Over 35 countries across Africa, APA, LAC, and Arab region are supported to strengthen teacher training using UNESCO tools and guides.	MS	1.8
	3. Number of teacher training institutions in sub-Saharan Africa which have been reinforced and are fully operational	At least 60 TTIs worldwide, of which at least 25 Sub-Saharan African Member States reinforced (expenditure plan: At least a total of 30 TTIs among 15 sub-Saharan African Member States have been reinforced)	10 sub-Saharan countries; 21 TTIs directly involved. Countries are beneficiaries of the UNESCO-CFIT	MS	0.7
				TTI	0.7

39 C5 2018-2019	Performance indicators	Targets 2019	Achievements (based on PIR 2018-2019)	sub-indicator	Assessment (related to expenditure plan targets)	
Expected result 5: National teacher policies developed and /or implemented and teacher training programmes improved to increase the supply of qualified and motivated teachers	1. Number of countries with capacities strengthened to enhance/ develop teacher policies and standards in line with normative instruments such as the ILO/UNESCO 1966 Recommendation	T1: 10 countries with capacities strengthened to develop or reform teacher policies and/ or standards through social dialogue (of which 5 in Africa) (expenditure plan: T1: 10 countries)	T1: 70 countries of which: 13 in Africa, 15 in Arab States, 28 in Asia and the Pacific, 14 in Latin America and Caribbean.	MS	7.0	
		T2: 10 countries with capacities strengthened to monitor the supply of qualified and motivated teachers (of which 5 in Africa) (expenditure plan: T1: 10 countries)	T2: 10 countries including 6 in Africa, 4 in Arab States	MS	1.0	
	2. Number of national teacher education institutions with capacities strengthened and providing quality, gender-responsive pre-service and ongoing professional development training, including through the use of ICTs	T1: 47 teacher education institutions (of which at least 17 in Africa and 2 SIDS) strengthened and integrating gender concepts, gendersensitive pedagogy and classroom management (expenditure plan: 45 teacher education institutions (of which at least 15 in Africa and 2 SIDS))	T1: 121 Teacher Education Institutions, including 91 in Africa, 4 in Arab States, 26 in Latin America and the Caribbean	TTIs	2.7	
		T2: 6 countries with capacities strengthened and integrating gender concepts, gendersensitive pedagogy and classroom management in pre-service and ongoing professional development teacher training (expenditure plan: 5 countries)	T2: 106 countries, including 35 in Africa, 19 in Arab States, 17 in Asia and the Pacific, 35 in Latin America and the Caribbean.		MS	21.2
	3. Advocacy, knowledgegeneration and partnership building to enhance support and commitment to advance SDG 4.c	T1: 4 advocacy events and 1 teacher awards prepared and hosted through partnerships (2 World Teachers' Days, 2 TTF Policy Dialogue Forums and 1 UNESCO-Hamdan Prizes) (expenditure plan: idem)	T1: 6 global events (2 World Teachers' Days, 11th and 12th Task Force on Teachers Policy Dialogue Forum, 1 UNESCO-Hamdan Prize for teacher effectiveness, 10th year of UNESCO-Hamdan Foundation Prize for teacher effectiveness); 3 regional events: AU inaugural Continental Teacher award; 10th Africa Federation of Teaching Regulatory Authority and 8th teaching and learning Conference and Pan-African Conference on Education, including a focus on teachers	events	1.5	
				Prize	1.0	
		T2: 1 global report on the teaching profession produced and disseminated (expenditure plan: idem)	T2: International Guidance Framework for Professional Teaching Standards launched by EI/UNESCO	report	1.0	
	T3: Increased stakeholder participation in the TTF Policy Dialogue Forum (expenditure plan: idem)	T3: The 11th and 12th Task Force on Teachers Policy Dialogue Forum mobilized over 600 participants	Engagement (no quantification)	Considered reached (600 participants)		
	<b>40 C5 2020-2021</b>	<b>Performance indicators</b>	<b>Targets 2021</b>			
	Expected result 5 National teacher policies developed and/ or implemented and teacher-training programmes improved to increase the supply of qualified and motivated teachers	1. Number of countries with teacher policies reviewed or revised in line with SDG 4 and the 1966 /1997 Recommendations concerning teachers	44 (14 in SSA)	57 countries (15 in SSA)	MS	1.3
2. Number of countries with improved frameworks and tools (e.g. TMIS) for monitoring and evaluation of the supply of trained and qualified teachers		14 (7 in SSA)	8 countries (6 in SSA)	MS	0.6	
3. Number of national teacher education institutions with capacities strengthened to provide quality pre-service and ongoing professional development training		200 in at least 10 countries (at least 60 in Africa and 4 SIDS)	218 TEIs (91 in Africa)	TTI	1.1	
4. Advocacy, knowledgegeneration and partnership building inform global and regional agenda on teachers		T1: 12 advocacy events+ 2 teacher awards (4 WTD, 4 PDF, 4 regional advocacy events; 2 Teacher Prize) T2: 3 global reports; 2 technical publications on T&L	20 events (4 WTD; 3 PDF, 13 global and regional events)+ 2 Prizes 3 global report on the teaching profession produced and disseminated; 6 technical publications on T&L	event	1.7	
			report	1.8		

## Improved policies on teacher development

66. Measuring the number of countries where UNESCO provided support is one thing. Understanding to what extent this support also led to improved policies and practices is another. UNESCO's work is envisaged to impact policy development; teacher education practice; and finally, teachers themselves.
67. Related to teacher policy, in line with normative standards and described in detail in the Teacher Policy Development Guide, UNESCO support is intended to result in improvements related to key dimensions considered crucial to any comprehensive teacher policy:<sup>193</sup>
- Teacher recruitment and retention
  - Teacher education (Initial and Continuing)
  - Teacher deployment
  - Teacher career structure/path
  - Teacher employment and working conditions
  - Teacher reward and remuneration
  - Teacher competency standards and professionalism
  - Teacher accountability for their performance and the quality of their teaching
  - School governance
68. On the level of teacher education, changes can be made at the institutional level (norms and standards), at the organisational level; through infrastructure; curriculum development; and quality of teacher educators. On the individual level of teachers, specific skills could be developed such as ICT skills.

## Performance of Member States with regards to SDG 4.c

69. The SDG 4.c target concerns the following: 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. The following indicators are related to this target

(see box 2.2). Systematically and globally measuring progress on these indicators is however challenging.<sup>194</sup>

### Box 2. 2 Indicators for SDG target 4.c

#### GLOBAL INDICATOR

- o 4.C.1 – Proportion of teachers with the minimum required qualifications, by education level

#### THEMATIC INDICATORS

- o 4.C.2 – Pupil-trained teacher ratio by education level
- o 4.C.3 – Percentage of teachers qualified according to national standards by level and type of institution
- o 4.C.4 – Pupil-qualified teacher ratio by education level
- o 4.C.5 – Average teacher salary relative to other professions requiring a comparable level of qualification
- o 4.C.6 – Teacher attrition rate by education level
- o 4.C.7 – Percentage of teachers who received in-service training in the last 12 months by type of training

## 6. Overarching meta-theory

The line of reasoning relies on theories concerning setting up an environment in which individuals are capacitated (through increased knowledge; support; resources) to change individual behaviour and finally changing the actions of an organisation/institution/system, leading to impact.

70. This describes the theory behind how UNESCO's work on teacher development responds to the identified problem (define the underpinning theory that justifies the chosen change process).

193. UNESCO (2015), Teacher Policy Development Guide.

194. See for instance: <https://sdg-tracker.org/quality-education> and GEM (2021), Global education monitoring report, 2021/2: non-state actors in education: who chooses? who loses?: <https://unesdoc.unesco.org/ark:/48223/pf0000379875.page=473> p. 347.



71. UNESCO's main line of reasoning is to support Member States' stakeholders through capacity development, norm setting, technical assistance, developing innovative ideas and through monitoring developments and progress, to advance in their teacher policies to reach the SDG 4.c target in increasing the number of qualified teachers. The stakeholders that UNESCO works with are governments, authorities, teacher education institutes, teacher unions, schools, civil society organisations and development partners. Besides this, however, UNESCO also directly engaged in training of (in-service) teachers.
  72. The meta-theory that supports this change process can find inspiration in the Kirkpatrick model of learning evaluation. In essence, applying Kirkpatrick to UNESCO's work on teacher development, this model is about setting up an environment in which individuals are capacitated (through increased knowledge; support; resources) to change individual behaviour (level 3) and finally change the actions of an organisation/institution/system (level 4), leading to impact.<sup>195</sup>
- It relies on effective mobilisation of internal expertise and internal coherence of efforts. As many UNESCO sectors, sections, units, institutes are working with, and on teachers, internal coordination needs to be in place to make the most out of the efforts to reach joint results.
  - It relies on being able to be flexible in responding to emerging needs and developments at the national, regional and global levels.
  - It relies on the fact that UNESCO is perceived by all/most stakeholders as a crucial and trustworthy partner, playing a key role in driving the teacher development agenda, both normatively and in terms of generating innovative ideas.

## 7. Assumptions and related risks along the line of reasoning and implementation

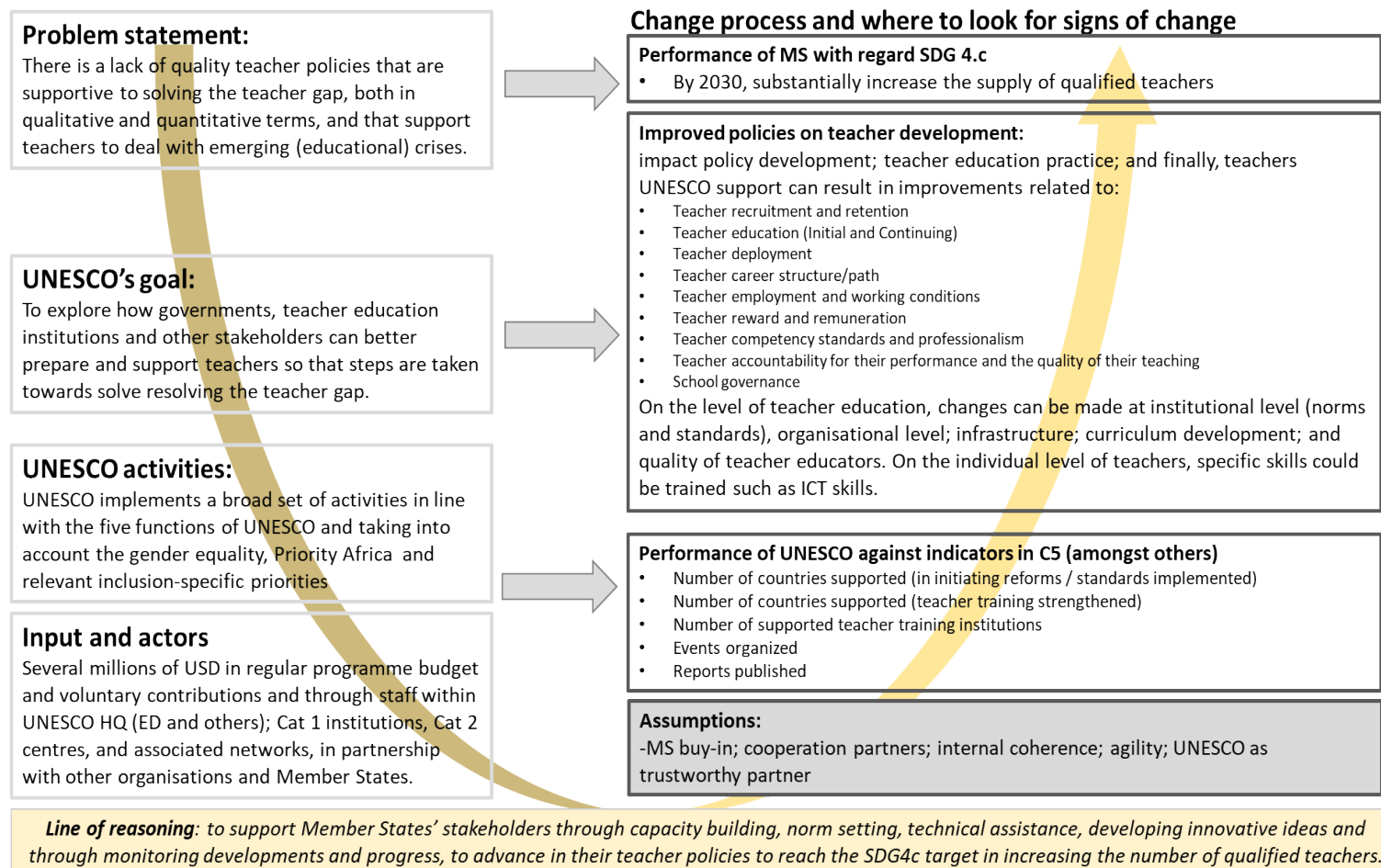
73. The envisaged change process of UNESCO is relying on a number of assumptions. The most important (fundamental) ones are described here below:
  - It relies on the buy-in and support of the stakeholders at Member State level, also facilitated through the alignment of support to national priorities and national educational context. As the stakeholders in Member States are the ones that need to act to progress towards the SDGs, UNESCO's support can only be effective if stakeholders support UNESCO initiatives and work together with UNESCO on the identified priorities and actions.
  - It relies on close partnership with many external stakeholders to work complementarily and in a mutually enforcing manner. This calls for effective coordination of efforts at the national, regional and global levels.

<sup>195</sup>. In Kirkpatrick's model level 1 is 'reaction', designed to measure participants' reactions to the learning product, and may include reactions to its relevance, training methods, trainers, qualifications, and assessment methods. Level 2 is 'learning', designed to measure the extent to which training program participants have improved their knowledge and skills as a result of the training.

## 8. Overview ToC

74. The following figure provides a schematic overview of the ToC.

Figure 9. Schematic overview ToC



Source: authors

## Annex 5. Landscape of global partners' key priorities and approaches to teacher development

**UNICEF:** To address the Strategy's ('Every Child Learns' UNICEF Education Strategy 2019–2030<sup>196</sup>) learning and skills goal, UNICEF will prioritize seven areas of teachers and teaching in the support provided to ministries of education and other partners: (1) the size and composition of the teacher workforce, particularly given the rapid expansion of many education systems over the coming decade; (2) deployment of teachers, particularly in rural areas; (3) the capability of teachers, including as supported through pre- and in-service training based on qualifications frameworks, and supportive supervision; (4) working conditions for teachers; (5) time-on-task, working with teachers to maximize time spent teaching in the classroom; (6) pedagogical practice, with a particular focus on activity-based learning, teaching at the right level, gender-responsive and learner-centred pedagogies; and (7) accountability for learning outcomes, including better use of formative and summative assessment, including classroom based assessment. UNICEF will also work with school principals, inspectors and teacher trainers to provide more effective support to teachers.

**World Bank:** The World Bank<sup>197</sup> considers it critical to observe several principles to build cadres of effective teachers in middle and low-income countries: (1) Make teaching an attractive profession by improving its status, compensation policies and career progression structures; (2) Ensure pre-service education includes a strong practicum component to ensure teachers are well-equipped to transition and perform effectively in the classroom; (3) Promote meritocratic selection of teachers, followed by a probationary period, to improve the quality of the teaching force; (4) Provide continuous support and motivation, in the form of high-quality in-service training and strong school leadership, to allow teachers to continually improve; and (5) Use technology wisely to enhance the ability of teachers to reach every student, factoring their areas of strength and development. These five principles draw upon the World Bank's Systems Approach for Better Education

Results (SABER) Framework for Effective Teachers<sup>198</sup> with three prime activities namely data collection, analysis and information dissemination.

**GPE:** GPE 2025, the partnership's strategic plan<sup>199</sup>, includes quality teaching as a priority area and highlights the critical role of teachers in building effective and efficient education systems. GPE helps partner countries improve the quality of education by empowering teachers and ensuring they are well trained, qualified and motivated: GPE supports better sector planning and data; funding for quality teaching; leverages the results-based portion in its grants; supports improved engagement of teachers in sector planning and monitoring. In addition, it also continues to work with partners to support collaborative efforts on teachers and teaching by improving planning on teacher allocation; reinforcing investments on teacher education and professional development; supporting knowledge exchange on teachers; more and better data on teacher training and qualifications and efforts to improve teacher policies.

**OECD:** The main focus of the OECD is to conduct research and to publish thematic reports and policy briefs. The main research framework is the Teaching and Learning International Survey (TALIS)<sup>200</sup>. This survey (lastly conducted in 2018 (upcoming version due in 2024) asks teachers and school leaders about working conditions and learning environments at their schools. While conducted by the OECD, other partners are involved as well, such as EI, the European Commission and UNESCO. Other OECD initiatives focus specifically on TVET teachers and leaders.<sup>201</sup>

**ILO:** The main focus of the ILO related to teachers is supporting through normative work the quality of teaching. Together with UNESCO, ILO is responsible for the two Recommendations concerning teaching personnel and the Joint ILO/UNESCO

196. <https://www.unicef.org/reports/UNICEF-education-strategy-2019-2030>

197. <https://www.worldbank.org/en/topic/teachers>

198. <https://www.worldbank.org/en/topic/education/brief/systems-approach-for-better-education-results-saber> <https://www.worldbank.org/en/topic/education/brief/systems-approach-for-better-education-results-saber>

199. <https://www.globalpartnership.org/content/gpe-2025-strategic-plan>

200. TALIS - The OECD Teaching and Learning International Survey - OECD

201. OECD (2021), Teachers and Leaders in Vocational Education and Training: <https://doi.org/10.1787/59d4fbb1-en> <https://doi.org/10.1787/59d4fbb1-en>



## Annex 6. Biodata of external evaluators

**Simon Broek (Team leader / Senior Evaluation expert):** Simon has over 15 years' work experience and conducted more than 100 research and evaluation projects. In these projects, he is often the lead researcher or project manager. He worked for the EC, EP, Cedefop, ETF, Eurofound, UNESCO, ILO, DAAD, OECD, Dutch ministries and agencies. For UNESCO, he was the team leader and evaluator for over 10 evaluations, such as the Evaluation of the UNESCO – HNA project supporting gender-responsive teaching and learning in Asia and Africa, Evaluation of the UNESCO Prize for Girls' and Women's Education, Evaluation of the TVET strategy, the JFIT-GAP ESD project, the KFIT ICT in education project, BEAR I and BEAR II, Mid-term review of the TVET strategy, ASPnet (UNESCO schools), Global Task Force on teachers, project on Local Education groups, the UNESCO CFIT project on ICT in teacher education in sub-Saharan Africa, and the UNESCO Myanmar STEM project evaluation. In all these projects, there is a focus on gender equality, inclusive education, and (all) the SDGs. Specifically, on inclusive education, Simon conducted studies on reaching out to vulnerable adult learners in the Netherlands (OECD) and drafted reports on the state of play of adult learning in Europe (multiple reports for the European Commission in the period 2008-2020). Furthermore, Simon was responsible for UNESCO evaluations related to inclusive education (GWE prize, gender-responsive teaching and learning, Myanmar teacher education reform towards more inclusive education) and finally, inclusive education played a major role in a number of other evaluations (TVET, ASPnet, LEG, GAP ESD). Besides thematic expertise, Simon is a key expert in developing M&E frameworks. Data collection and analysis is applied in all evaluations and studies and include analysis of quantitative and qualitative in national and international contexts. Most studies include providing policy recommendations. Simon work covered all EU Member States, Partner Countries and countries in Sub-Saharan Africa, Asia and (Latin) America. In addition to Simon's involvement in studies and evaluations, Simon publishes about his studies in peer-reviewed journals, was member of the editorial board of ETF, thematic coordinator of the E-Platform for Adult Learning in Europe (EPALE) and assessed project proposals as Erasmus+ expert and for the Comenius Prize. He has a background in philosophy and statistical research.

**Gert-Jan Lindeboom (Evaluation expert):** Gert-Jan Lindeboom has experience in international policy studies since 2010 and conducted numerous international evaluations, impact assessments and studies for a variety of clients (such as UNESCO, UNICEF, ILO and various DG in the European Commission). He has a strong basis in qualitative and quantitative research methods in the social sciences and has practical evaluation experience in the area of education, through various field missions in Sub-Saharan Africa over the last years. He is familiar in working with the OECD DAC evaluation criteria, as well as with applying the European Union approach to Better Regulation, which includes detailed criteria for impact assessments / ex-ante evaluation, monitoring and evaluation. He specialises in social policies, with a particular focus on education and social inclusion. Over the last years he contributed to various evaluations of projects managed by UNESCO's Education Sector in this area, including in 2020 an evaluation of the UNESCO-HNA partnership for girls' and women's education, an evaluation of the UNESCO Girls' and Women's education Prize and an evaluation of the UNESCO-STEM project in Myanmar, which focuses on mainstreaming aspects of inclusion in (teacher) education. In addition, he also supported UNESCO-SHS in the evaluation of UNESCO's operational Strategy on Youth (2014-2021).

**Professor Freda Wolfenden (Expert in teacher policies)** brings in almost 20 years' experience in high impact education research at scale in LMICs. Freda is currently Principal Investigator on a global GPE – KIX research project to adapt the 'Teacher Professional Development at Scale' approach in multiple countries and has recently completed a period as Education Director and Team Leader of the Girls' Education Challenge (GEC) funded by FCDO, overseeing a £500m portfolio of education development projects. Many of Freda's projects include the development and testing of Open Educational Resources and use of technology to improve teacher and student learning. Freda has wide-ranging experience working with and influencing governments, policy makers, partners, academics and practitioners in LMIC contexts. She has an international profile; she chaired UKFIET (the UK's Forum for brokering dialogue across constituencies concerned with education and development) including its 2017 conference. She leverages complex multi-stakeholder partnerships to improve the effectiveness and relevance of professional

learning experiences and strengthen teaching, reaching over 1.2M educators in various international projects and 1.4 M girls in the Girls' Education Challenge. The impact of these contributions on education transformation has been recognised by prestigious national and international awards including a Guardian University Award (2017), WISE Award (2011) and Queen's Anniversary Prize for Higher and Further Education (2009).

**Aitor Pérez (Senior Evaluation expert)** has worked in the field of development cooperation since 1998. He became an independent consultant and researcher in 2008, and has worked for international organizations (UNESCO, UNDESA, UNCTAD, European Parliament, European Commission), as well as think tanks, NGOs and consulting firms. His work mainly consists in producing studies, as well as monitoring and evaluation reports with a view to inform evidence-based result-oriented development policies. Aitor's analyses cover diverse policies areas, including education. On this topic, he has worked for UNESCO conducting evaluations of: teacher support and participation in Local Education Groups (UNESCO-Ockham IPS); early literacy and teacher training (UNESCO-BIE); global network of associated schools (UNESCO-Ockham IPS); TVET systems (BEAR project, TVET opportunities for Syrian refugees) and TVET programs (tracer study for secondary Jordan graduates); the Global Action Programme on Education for Sustainable Development (UNESCO-Ockham IPS); as well as for European Institutions and NGOs. He also has some experience as a trainer and lecturer. He is also fellow researcher at Elcano Royal Institute ([www.realinstitutoelcano.org](http://www.realinstitutoelcano.org)), a Madrid-based think tank on international relations. His current research focuses on the 2030 Agenda, aid effectiveness and global governance. His native language is Spanish and he speaks English and French fluently. He also has a good understanding of Portuguese.





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