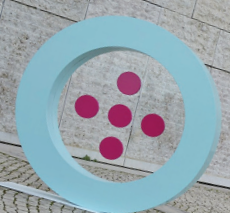Asia Society®

2018 INTERNATIONAL SUMMIT ON THE
TEACHING PROFESSION

NEW CHALLENGES AND OPPORTUNITIES FACING THE TEACHING PROFESSION IN PUBLIC EDUCATION

LISBON, PORTUGAL • MARCH 22-23

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TEACHING PROFESSION

2018 INTERNATIONAL SUMMIT ON THE

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TABLE OF CONTENTS

INTRODUCTION:
THE FUTURE IS NOW

The world is changing at breakneck speed. Societies are facing unprecedented challenges—economic, environmental, and social—driven by accelerating technological change and globalization. The world in which today's students live is fundamentally different from the world in which today's adults were raised. Schools are facing increasing demands to prepare students for rapid social and economic disruptions, for jobs that have not yet been created, for technologies that have not yet been invented, and to solve social problems that have not yet been anticipated. Governments are setting increasingly ambitious goals for their education systems in terms of excellence, equity, and new "21st century competencies." Our expectations of teachers are therefore high and rising. What can be done to support teachers to meet these formidable demands of education in the 21st century? It is this challenge that brought ministers of education, teachers' union leaders, and outstanding teachers to the eighth International Summit on the Teaching Profession in March 2018.

The eighth International Summit on the Teaching Profession (ISTP) took place in Lisbon, Portugal, in the Centro Cultural de Belém. This strikingly modern art, music, and conference center on the banks of the Tagus River sits adjacent to the magnificent 16th century Jerónimos monastery and close to the Castle of Belém, a juxtaposition that epitomizes Portugal's past as a leader in the age of discovery and its present as an innovator in a new age of exploration. Portugal is, in fact, one of the most rapidly improving education systems in the world. Portugal has substantially raised achievement in math, literacy, and science and reduced school failure but, like other countries, Portugal now faces the challenges of adapting its education system to the future that is right around the corner.

The 2018 Summit was hosted by the government of Portugal, the Organisation for Economic Co-operation and Development (OECD), and Education International (EI). The theme of the Summit was: New Challenges and Opportunities Facing the Teaching Profession in Public Education. It focused on three interrelated issues:

- **Schools at the center of their communities**

- **Pedagogies for the future**

- **Teacher well-being, efficacy, and effectiveness**

Since the first Summit in 2011 in New York City, the International Summit on the Teaching Profession has become an important global platform for dialogue on ways to strengthen the teaching profession and raise student achievement. It brings together governments and teachers' organizations from a number of high-performing and rapidly improving school systems as measured by recent results on OECD's Programme for International Student Assessment (PISA). **In 2018, official delegations of ministers of education, teachers' association leaders, outstanding teachers, and education experts attended from Belgium, Canada, Denmark, Estonia, Finland, Georgia, Germany, Hong Kong SAR, New Zealand, Norway, People's Republic of China, Poland, Portugal, the Russian Federation, Singapore, Sweden, and England and Scotland, two of the devolved education systems in the United Kingdom. In addition, observers attended from Austria, Brazil, Czech Republic, the Netherlands and Slovenia.**

The Summits have evolved over time into a complex, multi-layered set of events. In addition to the Summit plenaries, there were site visits to clusters of schools that allowed participants to see Portuguese education firsthand as well as presentations on new kinds of competencies for the 21st century. Ministerial meetings, meetings of teachers' union leaders, and bilateral meetings between countries allowed delegates to dig more deeply into other countries' practices. Finally, meetings of individual country delegations enabled attendees to reflect on the implications of the dialogue for their own countries and set priorities for the next year's work. In the background, Portuguese students played a significant role in running and catering the meetings, and Portuguese singers and instrumentalists gave the Summit a distinctly Portuguese cultural flavor.

When the first Summit was held in New York City in 2011, no one would have foreseen the continuing significance of ISTP as a policy forum. While all countries have made significant progress in education over the past twenty-five years, the new challenges facing education in the 21st century are daunting. The Summits have all been moderated by Anthony Mackay, CEO of the Centre for Strategic Education in Australia. They explore difficult and often controversial issues, primarily focused on teacher policy but encompassing broader issues of the future of educational excellence and equity as well. Ministers and teachers' union leaders present their views—sometimes similar, sometimes in strong disagreement—on the Summit themes. They then meet as country delegations to set objectives for the coming year. Most importantly, issues raised at previous ISTPs have often resulted subsequently in policy changes in participating countries.

SUMMIT OPENING AND FRAMING

Dr. Tiago Brandão Rodrigues, Portuguese Minister of Education, opened the 2018 Summit. He talked about the critical and irreplaceable role of teachers in the life of a nation and what teachers need to be successful. They value salaries, of course, but education systems also need to be designed so that each teacher has the time and resources to become the teacher they want to be. Teachers need the engagement of communities, and citizens need to understand and value their role. The status of teachers needs to be raised once and for all. This

cannot be done by any one party, but he hoped that together the education community and government could achieve what no one party could achieve on its own.

Rodrigues hoped that this gathering would bring together the best international practices on how to strengthen teaching. No task is more demanding: the future is just around the corner and there is an overriding imperative to promote equity for all students. In describing teaching as the highest of all professions, he ended with a quote from 20th century Portuguese philosopher Agostinho da Silva: "The master is the man who does not command but advises and channels.... He does not care to win, nor to stand in a good position; make someone better—that is his entire program."

In her opening remarks, Susan Hopgood, President of Education International, the global federation of teachers' unions, stressed the overriding importance of policies to help teachers thrive. Without confident, competent teachers, there would be no future for education. The ISTP is a unique event in which governments and teachers' union leaders sit down together to learn from global experience.

She laid out the big questions to be addressed in the three themes of the 2018 Summit. First, how can teachers and communities work together for the well-being of students, especially in the poorest communities? And what can governments do to attract, support, and retain teachers in the toughest schools? Second, how can conditions be created for developing, assessing, and sharing innovative pedagogies among teachers? What are the barriers to making innovation flourish and what are effective and ineffective ways in which technology can support innovation? Finally, how can education systems address the growing threats

to teacher well-being? If student well-being is essential to student learning, the same must be true for teachers, yet very few countries have addressed the issue of teacher well-being. She hoped that the discussions at the Summit would result in practical policies to support teachers.

Andreas Schleicher, Director for Education and Skills and Special Advisor on Education Policy to the Secretary General, OECD, presented the findings from an OECD background paper, *Valuing Our Teachers and Raising Their Status: How Communities Can Help*.[1] The report drew from OECD's vast amount of data on how school systems can make progress toward better and more equitable outcomes.

Schleicher emphasized the powerful impacts of digitalization on modern life—connecting countries and disciplines, democratizing but also concentrating power, changing the nature of work, empowering but also disempowering individuals—and the urgency of preparing all students for a rapidly changing world that requires very different skill sets, including critical thinking, digital literacy, and global competence. The disappearance or hollowing out of jobs requiring low-level skills means that all students need to learn these higher-order skills. There is a widening gap between what modern societies demand and what schools provide. The biggest challenge to schooling is

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[1] Andreas Schleicher, *Valuing Our Teachers and Raising Their Status: How Communities Can Help,* International Summit on the Teaching Profession (Paris: OECD Publishing, 2018), http://dx.doi.org/10.1787/9789264292697/-en.

"The biggest challenge to schooling is that schools lose their relevance because they are educating students for our past, not their future."

not that it is ineffective or inefficient but that schools lose their relevance because they are educating students for our past, not their future. He challenged participants to examine whether countries are doing everything they possibly can to ensure that students are getting the skills, knowledge, and values the world so desperately needs.

Transformation of education systems at scale requires not just a good vision, which many countries have, but knowledge of how to make change happen. This knowledge is now much stronger; research can now account for 85 percent of the differences in performance between countries. Despite this increased knowledge base, the road to education reform is littered with examples of poor implementation. There are many reasons why change in education is slow and difficult. The scale and reach of the sector are enormous—everyone has an opinion. There are numerous interest groups, and the status quo has lots of protectors. There are many layers of government involved, each with a financial stake. There is uncertainty about the costs and outcomes of change, with costs often incurred in the short term but benefits accruing primarily in the long term. Only one in ten education reforms is seriously evaluated. Given the huge barriers

to change, the only way in which change will come about in a realistic timeframe is for governments and the education professions to work together.

Schleicher shared OECD's key research findings on the Summit's three themes, which were taken up in greater depth in the sessions that followed.

In his framing remarks, John Bangs, Senior Consultant to Education International, reminded participants of the uniqueness of the Summit, the only gathering where ministers and teachers' union leaders sit down together to debate issues of teacher policy and educational performance. A recent review by Education International of participants in previous Summits showed how much its members value them. Previous Summits have led to vital communication and relationship building and have reinforced collaboration in many countries. And in about half the participating countries, teacher policies have developed or improved as a result. Without the Summits, teacher policy would not have advanced in many of the participating countries or, indeed, globally. So, there is momentum, but it cannot be taken for granted and needs constant nurturing.

In terms of the Summit themes, Bangs reminded participants that all three themes are linked. Schools are not only the center of their communities, but they are the optimistic heart of those communities. Yet, you cannot have optimistic forward- and outward-facing schools without teachers who are confidently innovating

Nick Gibb, Minister of State for School Standards of the UK Department of Education, and John Swinney, Deputy First Minister and Cabinet Secretary for Education and Skills, Scotland, co-hosts of the 2017 Summit, reflected on progress and challenges in their jurisdictions over the past several years.

England: Nick Gibb said that when the current government came into office in England, it brought a significant focus on closing the attainment gap. Last year, at the 2017 Summit, the English delegation agreed to promote greater equity through the following commitments: to ensure that every pupil can achieve their potential, particularly those from disadvantaged backgrounds; to raise the status of the teaching profession; and to ensure that it is firmly grounded in high-quality research. Over the course of the last year, England has continued to make strides in these areas.

and creating new pedagogies. Teachers cannot innovate without knowing they are trusted to make a difference and without high levels of self-efficacy and well-being and the infrastructure to collaborate. However, school system policies often discourage such innovation and collaboration. The biggest and most challenging gap is how to support schools in deprived communities, where many suffer shortages of teachers, materials, and community resources. Some of the policy recommendations on the three themes from Education International's briefing paper[2] were taken up in the sessions that followed.

RESULTS OF PREVIOUS SUMMITS

Because most advanced jurisdictions face similar problems, the Summits have proved to be a useful venue for ministers and union leaders to exchange views with their counterparts on how they are tackling new challenges and opportunities. The number of people at the Summit is small enough and the participants are senior enough for a valuable exchange of views on policy, implementation, and progress on common problems. However, the Summits are more than a useful talking shop. The Summits would lose their meaning without countries' committing to action steps in between the annual gatherings.

The academic attainment gap between disadvantaged pupils and their more affluent peers has shrunk at both primary and secondary levels. This was shown in England's increased scores on the 2016 Progress in International Reading Literacy Study (PIRLS) international reading assessment of nine- and ten-year-old students and by the fact that the highest-ever proportion of disadvantaged pupils took exams in five academic subjects at the General Certificate of Secondary Education (GCSE) at age sixteen. The government is raising standards for all pupils, but the tide is rising fastest for those at lower socioeconomic levels. Gibb cited, in particular, the successes of academies, free schools, and multi-academy trusts, which now make up more than 70 percent of secondary schools and 25 percent of primary schools and operate independently of local government.

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[2] Education International, *New Challenges and Opportunities Facing the Teaching Profession in Public Education: International Summit on the Teaching Profession 2018: A Briefing,* 2018, www.ei-ie.org.

With respect to improving the teaching profession, the government and teachers' unions have worked together on a proposal for career support and progression for teachers. And the government has set a priority on reducing teachers' workload, especially that which comes from marking and from entering progress data. To give schools greater autonomy for innovation, the government is also clarifying what the Office for Standards in Education, Children's Services and Skills (Ofsted), the schools' inspectorate, will and will not inspect when they visit schools. There is still a long way to go in empowering teachers with the knowledge they need, but a series of initiatives is trying to connect research more closely to teacher training and professional development.

Scotland: John Swinney, Scotland's Deputy First Minister and Cabinet Secretary for Education and Skills, reflecting on Scotland's progress since the ISTP in 2017 in Edinburgh, said that for the last three years in Scotland too, there has been a relentless focus at the policy level on closing the socioeconomic attainment gap. Now, as he visits some of the 2,500 schools around the country, it is clear that this policy focus has translated into clear and cohesive agendas at the school level focused on excellence and equity in the core areas of the curriculum—literacy, numeracy, and health and well-being. Regardless of their background, a young person entering any school in Scotland would now encounter aspirations for the development of their potential, which has not always been the case in schools in the past.

The Ministry does not control schools, so this has been achieved by creating a sense of common purpose among local authorities, educators, and parents and the development of a common framework around key drivers—leadership, learning and teaching, assessment of young people's progress, engagement of parents, and teacher professionalism. Each school has developed its own school improvement

plan. And the government is increasingly relying on research evidence to assess the basis of these plans. It has entered into a partnership with the Education Endowment Foundation, an organization established by the government of the United Kingdom, to provide an evidence base on the effectiveness of school interventions. Scotland is moving to an agenda that is much more school-led and school-driven. Local authorities' role is to support schools, not to prescribe solutions. The aim is to move to a system that is ever more dependent on professional autonomy. There is encouraging evidence of achievement by students from very deprived backgrounds, but this 2018 Summit gives the Scottish delegation the opportunity to think about the next set of challenges.

The International Summits on the Teaching Profession have developed a form of professional accountability. Each year, participating countries are asked to submit summaries of their actions over the preceding twelve months to follow up on the commitments made at the previous Summit. Anthony Mackay, CEO of the Centre for Strategic Education in Australia and moderator of the Summits, analyzed the results. Although each country's progress is different in its details, he saw ten key areas of action that countries have been actively working on in 2017–2018:

• **There is an intensification of efforts to strengthen standards-based qualifications for early childhood educators.**

- **There is a determination to address educational disadvantage, inequity, and diversity, challenges that have been intensified by large-scale immigration.**

- **There is greater understanding of the developmental continuum of learning that is spurring reforms to curriculum, pedagogy, and assessment from early childhood to adulthood.**

- **There is more urgent recognition of and promotion of deeper learning of the competencies young people will need to be prepared for the future of work.**

- **There is particular recognition of the importance of global competencies, including the imperative of second language learning, in many jurisdictions.**

- **Strengthening career pathways, career progression, and the professional competence of teachers is a key priority of all jurisdictions.**

- **There is a more disciplined focus on professional learning explicitly designed to develop pedagogical practices that have the greatest potential impact on student learning.**

- **There is new thinking about leadership and new investment in creating and supporting expanded roles for school and system leadership.**

- **Attracting and retaining fully qualified teachers is key, but greater attention is also being paid to recruiting a more differentiated educator workforce, exploring multiple routes into teaching, and growing partnerships with allied professionals to meet the personalized needs of students.**

- **There is growing attention to teacher well-being, broadly defined, as a system-level priority, hastened by the complexity and volatility of the environments in which educators are working.**

The effects of the Summits are cumulative. Discussions in one year build on those in previous settings, and countries are increasingly moving from pilot efforts to systems change. This report is not a proceedings of the Summit but it tries to capture the main themes of the discussions, to show where there is agreement, disagreement, or different approaches, as well as where there is simply not enough evidence to evaluate different paths. The report is based on the Summit discussions, background reports, and school site visits. It tries to capture the actions and policies that have been inspired by past Summits and the commitments that countries made about their work over the upcoming year. Written by Vivien Stewart, Senior Advisor for Education at Asia Society, its intention is to spread the discussion that took place in Lisbon to a wider global audience of people interested in how education systems can provide high-quality teaching and learning for all.

EDUCATIONAL PROGRESS IN PORTUGAL

Portugal has a population of 10.3 million people and, despite experiencing a severe recession and financial crisis after 2008, it is one of the fastest-improving education systems in the world. In the past, the Portuguese education system was highly centralized, but it has undergone an ambitious but gradual devolution. Starting in the early 2000s, a large number of very small or underperforming schools were closed, and in 2006 most schools were organized into clusters of elementary and secondary schools. The aim was to facilitate student transition across educational levels and to reduce geographic isolation and social exclusion. Schools are run by principals who report to General Councils on which community members can serve and which approve school improvement plans. As a result of reform measures undertaken in the early 2000s:

• Early school leaving declined from 45 percent in 2002 to 14 percent in 2016 and is on track to reach the European target of 10 percent by 2020.

• Tertiary attainment of thirty- to thirty-four-year-olds has increased to 34.6 percent in 2016.

• PISA scores improved from below average in 2000 to above average in 2015 and the proportion of top performers increased while the proportion of lowest achievers decreased.

Having raised literacy and numeracy standards, Portugal is now trying to create a learning system for 21st century skills and to tackle continuing high inequality in the society.

Current Reforms

• **Curriculum:** A nationwide discussion on skills for the 21st century produced a profile of what a graduate should look like at the end of secondary schooling. With this framework in place, schools have now been given more autonomy to meet the curriculum goals.

• **The National Plan to Promote Success in School (NPPSS):** This is a flagship initiative to reduce school failure, grade repetition, and early school leaving. Schools apply for autonomy agreements with the Ministry of Education and Science that provide additional resources and flexibility based on school improvement plans in curriculum, pedagogy, and student support.

• **Priority Intervention Areas:** These bring extra resources to tackle areas of greatest poverty with a whole-of-society approach to combating school failure.

• **Early Childhood:** The government will provide early childhood education for all three- to five-year-olds.

• **Teachers:** More stringent criteria for admission to the profession have been established, and a lifelong framework for teacher professional development is being planned.

SCHOOLS AT THE CENTER OF THEIR COMMUNITIES

This was the first time that the subject of schools at the center of their communities had been on the agenda of the International Summit on the Teaching Profession. This broad concept has many different meanings and dimensions—from how schools can become more outward-facing learning environments, connecting to learning opportunities in other sectors and institutions in their communities, to whether schools themselves can stimulate the economic and social development of their communities, to how to effectively engage with parents, to how to reconcile aspirations for greater parental choice with the need for equity, to how communities can contribute to student well-being, achievement, and the teaching and learning mission of schools.

This was too big an agenda for a single session, and the majority of the discussion at the 2018 ISTP focused on the large and, in many countries, growing problems of inequality, which are often highly concentrated in certain communities. In such communities, there are multiple forms of deprivation. Parents are poor and often uneducated, unemployment is high, community financial resources are few, and schools find it next to impossible to attract and retain high-quality teachers and school leaders. Under these circumstances, the low socioeconomic status of the community, whether rural or urban, is a strong predictor of the low educational performance of its students. This is an intractable, often multigenerational, problem in many countries. Yet, few countries have explicitly addressed how to enhance the role of schools in their communities so that the school can contribute to the community and the community contribute to the school. Is this a viable approach to leveling the playing field and tackling the persistent problems of poverty and inequality?

TACKLING POVERTY AND INEQUALITY

Although the particular circumstances and policy approaches vary between countries, tackling poverty and inequality presents a stubborn set of ethical and practical issues for governments and the education profession across all jurisdictions. Germany and New Zealand, together with the host country, Portugal, started off the discussion.

Germany: Germany has a federal education system in which national, state,

a review of the 1989 Tomorrow's Schools model, because it is clear that decentralizing governance to local school boards has exacerbated rather than reduced inequity. Richer school boards are able to draw on more expertise than poorer communities, which often struggle to find people to serve on school boards. Boards spend a lot of time debating school maintenance and other things that don't affect student achievement and the quality of teaching. The government is now looking at how they can relieve schools of some of their maintenance responsibilities so that school boards can focus on achievement. The national government does provide more financial resources to low-decile schools, but richer schools have found ways to raise additional funds from their communities, so there has not been an overall increase in equity. This raises the question of the nature of the commitment to a free, publicly supported education system.

and local governments all play a role. In recent years, after a "PISA shock" in 2000, Germany has improved its educational standards overall. But the refugee crisis of 2015 brought laser-like attention to communities that received large numbers of refugees. Since the refugee crisis of 2015, German governments have put additional resources and help for teachers into schools serving large concentrations of immigrant and refugee children, and some progress is being made. But much more is needed. The German delegation referenced what they learned at the ISTP in Scotland last year: that the Scottish government has put enormous extra resources into areas of persistent poverty. Poor cities need more financial support and there needs to be a more powerful strategy for attracting and supporting teachers to work in these schools. In addition to their work in classrooms, teachers need more time to work with parents and provide cultural support—for example, in reading to children. Clear progress is being made, but as a practical political reality these problems take a long time to address, and the governments that take action may be out of office before significant results can be seen.

New Zealand: Like many other countries, in recent decades New Zealand moved from top-down education policymaking to decentralizing authority to local schools, believing this would make schools more effective and responsive to local needs. Since 1989, governance has been decentralized to 2,400 schools with boards of trustees made up of parents and other community members. The recently elected national government is now conducting

Regardless of governance reforms, New Zealand has a large, long-standing Māori population that overall does not do well in current schools. Some schools that have been more successful than others have shown that the key is starting early with parental involvement in early childhood education and valuing the culture, identity, and language of the children and their parents. Schools must partner with Māori communities. Trust and relationships with Māori parents are essential.

Portugal: Portugal also used to have a top-down education system and implemented ambitious reform between 2001 and 2016 to address inefficiencies and drastic regional inequalities. The number of schools was reduced from 16,454 to 8,350. The Ministry of Education closed down many small underperforming schools and provided support for larger school centers. Schools were also organized into clusters that could support each other and were also aimed at easing students' transition between different levels of education. This huge reorganization of Portugal's school network was

A new national law provides extra funds for small schools to help with their financial problems. The Ministry is also creating a digital infrastructure and a nationwide chain of local centers for lifelong learning for adults to help these local communities.

At their best, schools are the optimistic heart of their communities. In such schools, whatever is happening in the wider world, and whatever their anxieties about the future, children spend their school days in communities-within-communities which unfailingly seek to celebrate the positive. As John Dewey famously said, "What the best and wisest parent wants for their child, that must the community want for all its children."

There are lots of good examples in most countries of schools and communities that epitomize these qualities. But there are also schools in poor communities that have been failing children and families—sometimes for generations. Is it better to continue to support a failing school in a poor community or close it down? This issue provoked heated philosophical and empirical debate.

SCHOOL CHOICE

Sweden: In the early 1990s, Sweden moved to a school choice system in which the education system changed from one where the vast majority of students attended the public school in their catchment area to one where many students opt for a school other than their local school, and where schools that are privately run and publicly funded compete with traditional public schools.

Over the past twenty-five years of this unlimited choice system in Sweden, student performance on PISA has declined from near the OECD average to significantly below the OECD average in 2012, a steeper decline than in any other country. The variation in performance between schools also

an important step in improving the efficiency of the system, expanding educational opportunities for disadvantaged children, and fostering a more collaborative approach between the Ministry, local government, and other actors.

But this is not enough. Portugal is a country with severe budget constraints and areas of concentrated poverty. The government is devising policies aimed at priority interventions in poor communities as part of a national strategy to promote the involvement of civil society in education. Community libraries are being encouraged to help with reading. To develop financial literacy, students are encouraged to present ideas on how funds are used in schools. Students learn about ecology by carrying out projects in their local communities. It is essential to develop ideas at the local community level; poverty in Lisbon is not the same as rural poverty, for example. Schools can create a common space and be a big stimulus to building and rebuilding communities. But none of these public policies will work if teachers don't feel integrated into and act as pillars of local communities. Considerable autonomy has been granted to schools and teachers to make decisions at the local level, but in practice there is still too much local authority interference.

Poland: In Poland too, schools play a vital role in local communities—building culture and compensating for disadvantage. Poland has large rural areas with declining populations that often can't support their schools sufficiently financially.

increased and there is now a larger impact of socioeconomic status on student performance than in the past.

Swedish participants described Sweden's education system as an object lesson in how not to design a school choice system. Housing segregation leads to school segregation, and if you add to that market mechanisms and weak regulation, the result is markedly increased inequity.

"What the best and wisest parent wants for their child, that must the community want for all its children."

The decline in achievement has fueled a national debate about how to improve the Swedish education system, from revising school choice arrangements to improve the access of disadvantaged families to information about school choices and the introduction of controlled choice schemes that supplement parental choice to ensure a more diverse distribution of students among schools. The Swedish government wants to modify its school choice system but this is politically difficult.

The Swedish government is increasing resources to poor schools but has not been able to solve its problem of teacher shortages, which affect the poorest schools the most. The poorest schools have the least experienced teachers, who are overwhelmed by the many problems they face. Teachers also lack time to work with students, and surveys of students report a lack of trustful relations with teachers.

England: In recent years, England has also moved strongly toward a more market-based system. Starting under a Labour government, schools that were failing were removed from local authority control and turned into autonomous academies. Conservative governments since then have extended this approach to all schools. Today, 70 percent of secondary schools and more than 25 percent of primary schools are now academies or free schools,

independent of local authority control. Some schools have their own governing councils; others are part of multi-academy trusts. Minister Gibb, in presenting the increase in academic performance by English pupils and especially disadvantaged pupils, ascribed much of this improvement to the academies and free schools, which are improving at a faster rate than other schools. He argued that by making schools accountable to trustees rather than to bureaucracies, and by encouraging competition between schools, they are forced to respond to the concerns of parents for higher standards, better behavior, and stronger academic results. In addition, the pupil premium, which provides schools with additional resources for poorer students, also encourages schools to serve disadvantaged populations.

This account was strongly contested by the National Education Union, which cited studies that showed that, when the socioeconomic background of pupils is taken into account, the results of free schools are no better than those of schools run by public authorities. Allegations were also cited of financial mismanagement, abandonment of poorly performing schools by multi-academy trusts, and exclusion of students in the year before high-stakes examinations.

The London Challenge was suggested as a successful alternative model for dealing with failing schools. A series of initiatives that responded to the demands for accountability and higher performance with substantial financial support, professional capacity building, and community engagement, the London Challenge transformed London from one of the worst school systems in England in 2003 to one of the best in 2011. It accomplished this through focused leadership, capacity building, and collaboration across schools and it also reconnected schools to their local communities

Hong Kong: Hong Kong has a very different model of school choice. Historically schools in Hong Kong were run by charities. Government funding only became a major part of the picture in the 1960s, and direction from the government is fairly light. Parents play a very strong role in schools. They are part of school governance, and parent–school associations play a major role in promoting quality and maintaining active relationships between the school and community. Recent challenges to the school system in Hong Kong include an increase in ethnic- and language-minority students and an

increase in social segregation as some of the most prestigious public schools have become private.

School choice is an issue where there are deep philosophical disagreements. Exponents of school choice believe that given the diversity of student needs and interests in a modern society, there should be a large number of education options and that parents should have a right to send their child to a school of their preference. They also believe that competition among schools will promote innovation, higher standards, and improved learning experiences. Opponents are concerned about the potential of school choice schemes to increase social segregation and reduce social cohesion. They are also concerned that voucher schemes divert public resources to private, sometimes profit-making providers, which deprives public schools of the resources they need to maintain a quality education.

"Schools are the optimistic heart of their communities."

The OECD background paper examined the current empirical evidence on the effects of school choice. It concludes that empirically it is hard to generalize about impact because countries have different historical backgrounds and a wide range of school choice arrangements, public–private partnerships, and voucher schemes. It argued that the more flexibility there is in a school system, the stronger public policy needs to be in order to maximize the benefits of autonomy or choice while minimizing the risks of social segregation. Policies need to establish a level playing field and clear guidelines to ensure that every child benefits from accessible, high-quality education.

Clearly, participants in the Summits will continue to wrestle with and disagree over the issue of competition and market mechanisms in education. Fortunately, there was more agreement on the growing efforts to make schools hubs of services in their communities.

SCHOOLS AS COMMUNITY HUBS

One model of school–community relations that is employed increasingly in a number of countries and has shown considerable evidence of effectiveness is that of schools as a hub for other community services.

Scotland: In Scotland, local authorities believe that issues that affect young people's educational achievement are not just contained within schools. They are trying to break down the artificial professional and bureaucratic barriers between schools and other systems that affect families and young people, such as the police and health care. They argue that one reason schools should remain under local authority jurisdiction is because marketization would make these linkages to other community services more difficult. Under the Scottish Attainment Challenge, schools in areas of deprivation receive additional funding for activities in the school and in the wider community, to raise educational achievement and create paths to employment.

New Zealand: In New Zealand too, schools are increasingly being seen as hubs of community services, such as health and social work, as a way of reducing burdens on teachers, helping to support students' well-being, and making more effective use of existing government resources.

England: Twelve "opportunity areas" have been designated in England based on a set of indicators of limited social mobility and weak educational outcomes. Cross-sector governance structures that include local authorities, employers, and representatives of the voluntary sector will seek to address six broad barriers to educational attainment, including access to early childhood services, the home learning environment, quality of schooling and achievement, and post-school aspirations and experiences. Additional funds have been allocated from the national government to support these opportunity areas, and an accompanying evaluation will capture the experience and evidence base for this community-wide approach.

United States: Leaders from the National Education Association and American Federation of Teachers in the United States, part of the Education International delegation, described different models of "full-service schools" or "community schools" as the hub or "beating heart" of poor communities. Such schools invite in community partners and might have health clinics, after-school and tutoring programs, night classes for immigrant parents, food banks, and evening classes for senior citizens all co-located on school grounds and often open from early in the morning until late in the evening. These schools not only contribute to student well-being, and free up teachers to focus on teaching and learning, but they also enhance the community and build political support for the school.

Multifaceted problems require multifaceted solutions. Whereas national policies might not promote such linkages or integration of services because of bureaucratic boundaries and different funding streams, in most cases there is nothing to stop educators or communities from developing such school–community linkages at the local level. The teachers encouraged educators to "work until apprehended."

SUPPORTING TEACHERS IN POOR COMMUNITIES

Most countries espouse the goal of providing a high-quality teacher for every child. The reality, however, is often different. In too many schools in poor communities, a revolving door of inexperienced teachers is simply taken for granted. The nature of the problem differs somewhat between countries. In some countries—Sweden, for example—teaching is simply no longer an attractive profession, so policies need to get to the root of that problem before there will be enough high-quality teachers to serve all communities. In other countries, there may be enough well-trained teachers overall, but they simply do not want to work in poor urban or rural communities, where they may be isolated, where accountability demands are strong, where there is a lack of support, and where the conditions for successful teaching and learning are difficult.

Many systems have experimented with salary incentives to attract teachers to work in the most deprived communities, but these have not proved

to be enough. Some systems have taken a wider range of measures to address the issue. **Norway**, for example, is providing extra support to schools and families in communities with a high proportion of immigrant children, giving teachers extra pay and support for pilot projects that address Norway's new diversity, and making it a career advantage to teach in these communities. Some Asian systems, such as **Japan** and **Singapore**, assign some of their best teachers and school leaders to the poorest schools, believing that this is where they can make the greatest difference. In **China**, there are strong career incentives for teachers to work in poor communities as part of their progression up the teacher career ladder. Teachers in richer schools are also expected to work with teachers in poorer schools to strengthen the quality of instruction. In rural areas in **Canada** and **China**, among others, there is a grow-your-own approach, in which people who live in a local community are encouraged to train as teachers. Teaching via technology can also be a useful adjunct in isolated rural areas.

There are a variety of measures that systems use to try to address this issue, but in many countries this remains an intractable problem.

PUTTING IT ALL TOGETHER

Singapore: Singapore is a system that has put most of the elements of schools and communities together. Extra financial resources are provided to schools serving lower-income areas. Some of Singapore's best teachers and school leaders are assigned to poorer schools, and all teachers are entitled to 100 hours of professional development per year, which includes teacher-led sharing of best practices across schools. There are established working relationships between schools and the community organizations that represent Singapore's

different ethnic and religious groups—for example, on early childhood education and support for families in difficulty. Mother tongue education is provided in elementary schools, which also helps relationships with families. And Singapore's technical and vocational education system has close relationships with Singapore employers to keep up with changing skill demands and to help students aspire to, train for, and obtain employment.

POLICY IMPLICATIONS

What did the ISTP 2018 discussion suggest about ways to strengthen links between schools and communities, and will these strategies help to ameliorate disadvantage? In fact, school–community links work fairly well in richer communities, but in most countries there is a huge and growing income gap between wealthy communities and poor ones. Poverty need not be destiny. As OECD research shows, the poorest students in some countries do better than the richest students in others. But the differences in resources between advantaged and disadvantaged schools are often very large. In poor communities, the community can be a support or can pull a school down. Countries identified a variety of strategies, such as:

- Align needs with resources: Instead of having fewer resources, schools serving deprived communities need more resources. But the key

is not just more resources but whether they are allocated effectively, based on evidence of what works. If they are, this is a high-yielding investment.

• Engage parents and other stakeholders: One obvious way for schools to link with communities is by engaging parents, since parent involvement leads to greater learning outcomes. The importance of parent involvement is routinely acknowledged, but there are often many barriers to parent participation in school life that need to be addressed if a real partnership is to be built.

"We need a whole of government approach for a whole of society problem."

• Create school–community linkages that bring in a wide range of services and supports for student well-being, aspiration, and achievement.

• Improve teacher school support: It is critical to provide professional support for teachers working in disadvantaged schools, to help them address the needs of a diverse range of students, including those from immigrant and refugee backgrounds.

• Foster collaboration among schools: Networks of schools serving poor communities can be effective supports for improving the quality of instruction and for innovation.

• Design admissions policies to reduce social segregation: Where school choice policies are in place, it is important to design them in such a way as to avoid increasing social segregation.

There are lots of good examples of school–community linkages, but in most countries they are not yet at a large-enough scale. Schools are not likely to succeed if they are left to fight the growing burden of inequality on their own. Connecting to communities and making learning everybody's business can help to provide resources, partnerships, and a sense of place and identity. There are a variety of ways in which such connections can be started and trust developed. There are actions that governments can take. But there is much that can be done by teachers and school leaders at the local level. Schools being at the center of their communities, with the right support and the right attitude, is a promising approach to addressing disadvantage.

PEDAGOGIES FOR THE FUTURE

I n the final three decades of the 20th century, education systems in many parts of the world made considerable, sometimes spectacular, advances. Before that, a high level of education was provided only for a small minority, while the majority had little to show for their limited years of schooling. But by the early years of the 21st century, a majority of young people in OECD countries achieved some level of qualification by the time they left school; and large numbers, a majority in some countries, went on to some form of higher education.

But the 21st century brought new and fundamental challenges to the world's education systems. Profound and rapid technological changes have connected the world as never before, while disrupting whole industries, eliminating vast swaths of jobs while creating others, and making knowledge and skills obsolete rapidly. Advanced societies are increasingly science- and technology-based, resource depleted, globally interdependent, and innovation driven. So, the big question facing every society is: What should we teach our children in the 21st century? What are the skills they will need to navigate the unpredictable future, and what kinds of learning environments will inculcate them?

FROM 20th CENTURY TO 21st CENTURY PEDAGOGY

There is a consensus among advanced economies that the outcomes of education for students in the 21st century need to be different from those in the 20th century. These outcomes go by different names in different places but are widely referred to as "21st century competencies." There are somewhat different conceptualizations and emphases among countries but they all tend to encompass the following cognitive and non-cognitive dimensions:

- Cognitive skills: critical thinking, problem solving and knowledge application, creativity

- Interpersonal skills: communication and collaboration skills, leadership, global and cross-cultural awareness

- Intrapersonal skills: self-direction, motivation, learning how to learn

The development of these skills and competencies needs to take place in the new technology-intensive and global context, so information, communications, and technology (ICT) skills and global competence are part and parcel of these 21st century competencies as well.

These ideas have been intensely debated around the world since the year 2000, and countries have been updating their curriculum frameworks to incorporate them to varying degrees. OECD's Project 2030 has brought a number of countries together to undertake an analysis and common definition of the knowledge, skills, and attitudes and values that countries are seeking to impart to their students, together with a curriculum mapping exercise to examine to what extent these key concepts are present in their curricula. These studies show that there is a move toward incorporating 21st century competencies into countries' curricula, primarily through embedding new skills and habits of mind into traditional subject domains. But much is still missing.

There is a compelling case for the new skills and competencies that young people will need to thrive. Beyond formal curriculum documents, how do these new competencies get inculcated in millions of students in thousands of classrooms? This is the heart of education—the need for powerful pedagogies that respond to the new and expanded objectives.

COUNTRY APPROACHES AND PROGRESS

How can public policy enable the development and implementation of effective pedagogical practice? Countries shared their approaches, progress, and challenges in moving forward. Finland and Singapore, two successful but contrasting systems, began the discussion.

Finland: In Finland, teachers have historically had a very strong role in the society. All teachers have

master's degrees, are trusted by the public, and have tremendous autonomy in their teaching practice. In fact, the popularity of teaching as a career is linked to this professional autonomy.

There is a new national curriculum framework in Finland that articulates the crosscutting competencies that need to be taken into account in all subjects. The government does not have a hand in the curriculum, which is produced by an independent national board. The framework provides broad guidelines only. Teachers determine how the curriculum will be taught in their schools. The main goal of teachers is to meet individual student needs and to develop students' critical thinking skills and active construction of the future.

Although Finnish teachers have excellent initial training, they have recently expressed the need for more professional development during their teaching careers. At the ISTP in 2017, the Finnish Ministry of Education and teachers' union committed themselves to developing a systematic program for professional development. The Ministry, teacher education institutions, and teachers' union have together developed a pedagogical peer training model, in which teachers work together within and across schools to create new pedagogical approaches. In Finland, pedagogical innovation and teacher autonomy go hand in hand.

Singapore: Like Finland, Singapore is a relatively small and high-performing system, but it has a

different approach, one in which the government and the teaching profession together take a comprehensive and systemic approach to policy development and implementation. Singapore has been involved in a process of articulating the goals for a 21st century education since the issuance of the policy report "Thinking Skills, Learning Nation" in 1995. Over the first decade of the 21st century, a process of developing a collective vision for the future of Singapore's school system culminated in the Curriculum 2015 report, whose "swiss roll" diagram articulated the values, knowledge, and skills expected for the graduates of Singapore's schools. To achieve the goals of creating confident, self-directed learners and active contributors, Singapore has reduced its emphasis on subject matter achievement and reduced the scope of its curriculum to allow for deeper learning.

Singapore has made a serious investment in supporting structures for pedagogical innovation that align with this curriculum design—revamping its initial teacher education program and, through its system of continuous professional development, providing a variety of ways for current teachers to create and share new approaches. In addition to Ministry initiatives, there are teacher-led initiatives through the Academy of Singapore Teachers, the Innovation Fund, and the Singapore Teachers' Union. Technology now facilitates much of this teacher-to-teacher sharing, with videos of effective or innovative teaching practice widely available (www.moe.gov.sg/about/singapore-teaching-practice). And teachers are also involved in research on pedagogy with the National Institute of Education. Singapore has made a sustained commitment to continuous improvement through innovation, experimentation, and evaluation, a deliberate long-term effort in which every part of the system comes into play. It is this ecosystem approach and attention to fidelity of implementation that move Singapore from pedagogical aspiration to consistent classroom practice.

The People's Republic of China: China runs the world's largest school system with 240 million students and 16 million teachers. Every year millions of Chinese students go abroad to study. The Chinese economy and society have undergone immense change over the past thirty years, yet today there is even more rapid change in every dimension. The digitalization of the economy is progressing at warp speed. Current jobs may disappear. Universities' traditional courses and majors can't adapt fast enough to the new world anymore. So major reforms are needed throughout the education system.

There is an enormous focus on reducing the disparity between advantaged and poorer regions, with the goal of eliminating poverty in the foreseeable future. As in other countries, so too in China, teachers don't want to go to poor rural regions. One solution being actively developed is the use of online courses on a massive scale to bring lessons from outstanding teachers in the most advanced regions to schools in rural areas so that every student can get the benefit of good teaching. China is also looking to apply artificial intelligence and big data to improve the quality of teaching and learning.

Georgia: Reminding participants of Plutarch's ancient admonition that "a mind is not a vessel to be filled but a fire to be kindled," the Minister of Education in Georgia described the comprehensive education reforms being undertaken in Georgia. Inspiring students should be the main goal of education. With respect to new pedagogies,

level of basic education across the country. It has developed a new generation of education standards, and these are showing results as indicated by Russian students' performance on the 2015 PISA. Beyond the setting of standards, the responsibility for education is largely at the regional and school level.

Teachers have traditionally been held in high respect in Russia and have a lot of independence. And even though 21st century teachers have lost their monopoly on knowledge, they are still the main guide and navigator for students and the key personnel in schools. Russia is now developing a national system for teacher professional growth and career progression to invest further in its teachers' capabilities.

Estonia: A small country of 1.3 million people, Estonia emerged as a top performer on PISA in 2012. Estonia has revised its national curriculum to meet the requirements of an ICT-rich economy and to ensure consistent standards across its decentralized school system. Estonia's teachers are relatively experienced, so much of their initial teacher training is now out of date. Therefore, continuing professional development is a key investment. Estonia has a lifelong learning strategy and collaborative learning communities within schools, and teachers are fairly successful, as evidenced by student achievement. But teachers still don't feel confident: shifting societal expectations of schools, constant rapid change in technology applications, and more diverse classrooms all place huge expectations on teachers. Estonia has put a major emphasis on how technologies can enable new types of pedagogy, and about one-third of schools are doing interesting things with technology, such as virtual classrooms. More and more schools are adopting these approaches over time. The government's approach has been to offer schools opportunities but not to force them.

Canada: Education is the responsibility of provinces, not the national government, but best

beginning this summer teachers will have the opportunity for professional development on a wide range of pedagogical approaches. Then, starting in September, a project named Eureka will bring together famous university professors and outstanding teachers to offer special online courses in every subject area to show students the creative side of each subject. Online courses can reach large numbers of students and will be especially useful in rural and mountainous areas that have limited resources. Teachers and their union are deeply involved in the design of these reforms, which focus on the creativity inherent in every subject, but low salaries are a continuing problem for attracting and keeping good teachers.

Russian Federation: How to respond to the reality of the 21st century is an overriding topic on which Russian educators are also looking for answers. Russia wants to be globally competitive in the 21st century but also to balance that with preserving

"A mind is not a vessel to be filled but a fire to be kindled"

its identity, culture, history, and language. The Russian system is large—with 15 million students and 1½ million teachers in 44,000 schools. The federal government's role is to guarantee the same

"Where education systems fail to enlist teachers in the design of change, teachers rarely help with the implementation."

practices are shared across provinces through the Council of Ministers of Education. In Canada, the general belief is that the best approach is to get teachers together in community-based practice groups to design and pilot new approaches. British Columbia, for example, which conducted a province- and society-wide envisioning exercise on what education systems should look like in the future, now has many schools and teacher groups signing up for K-12 innovation funds. In Quebec, every government department was tasked with creating a vision for digital development in its field. For education, this vision entailed that every single person should become proficient in using digital technologies. The Ministry provided technological infrastructure and ongoing training for teachers. Teachers have to lead innovation in schools, but government's role in providing vision, resources, and facilitation through tools is critical.

Poland: Polish teachers are independent and fairly active in innovation—for example, eTwinning with schools in other countries. But the government does need to invest in enabling infrastructure. It is developing a fast, nationwide telecommunications network that will be available free to schools for ten years. They expect an exponential leap in the use of technology in pedagogy through e-textbooks, open source materials, a new curriculum on computational thinking, and digital literacy and digital safety integrated into all subjects. Support and training will be provided to all teachers to help with this transformation.

Denmark: Modern pedagogy has deep roots in Denmark, which has a long tradition of seeing education as a means to public enlightenment and the development of citizens, not just acquiring subject matter knowledge. Student-oriented teaching and dialogue in classrooms is common in Denmark. Teachers do need more time for pedagogical innovation, but at present there is a

major conflict between teachers and the government about the trade-off between the length of the school day and teachers' planning time.

Belgium: German-speaking Belgium is a small system with only seventy schools. As in Finland, teachers are fairly independent, and there is a long-standing tradition of pedagogical pilots. In 2018, a new competency-based curriculum framework was developed, and pedagogical pilots were started of entrepreneurial model schools and German Global Schools of the Future, in which the UN global goals are incorporated in all subjects. Later, other schools will have the opportunity to learn from the pilots. Developing pilot projects in schools is slow but it creates more sustainability.

New Zealand: New Zealand is moving away from its major focus on national standards in literacy and numeracy to a more personalized focus on the needs of the individual child and a more holistic curriculum through which children can find their interests. There is also an effort to move away from the silos of early childhood education and primary school to use whatever pedagogical approaches fit a child's developmental needs.

Norway: A Norwegian teacher member of the Norwegian delegation commented on the common practice of teaching basic skills first and then critical thinking later, a practice she questioned. She also pointed out that open-ended instruction is much more difficult to do in larger classes.

Scotland: Scotland is grappling with the gap between the rhetoric of 21st century curricula and pedagogy and the realities of school practice. Government and unions both believe that the gap is due to lack of time and engagement of the profession. The teachers' union believes that teachers' professional associations have to be involved in helping teachers learn from teachers, so it is developing a program for teachers on addressing the impact of poverty on educational performance.

Portugal: Portugal has developed a profile of a secondary school graduate that addresses the skills of the future. It is now trying to address the accompanying problem of curriculum overload. School autonomy is being enhanced through pilot projects, and a special effort is being made to create student agency by involving student voice on curriculum matters and with respect to financial decisions at the school level. Next will be a major

effort to expand teacher networks to share best practices.

CLOSING THE GAP BETWEEN ASPIRATIONS AND REALITY

As countries described the where, what, and how of their curriculum and pedagogical initiatives, it was clear that progress is being made. But is it moving fast enough and is it reaching the majority of teachers? Despite the rhetoric, there is still a big gap between our aspirations for pedagogy and the reality of most classrooms. TALIS Surveys of teachers show that:

- 96 percent of teachers believe that their role is to facilitate students' own inquiry.

- 86 percent believe that students learn best by finding solutions on their own.

- 74 percent believe that thinking and reasoning are more important than curriculum content.

But reports of classroom practice in many countries show the prevalence of memorization over problem-solving approaches and of passive over active student learning in far too many classrooms.

What are some of the barriers to 21st century pedagogies and how can countries better support teachers' pedagogical development and innovation?

Participants discussed the myriad barriers to teachers' development of more powerful pedagogies. In some countries there are still "curriculum wars" with debates and policies about curriculum design swinging back and forth as governments change. Many curricula are overloaded, which does not allow time for the development of deeper learning. The older age structure of some countries' teacher workforces contributes to teachers' lack of ease

with rapidly changing digital tools and technologies. Measurement and accountability systems are often at odds with or severely constrain the goals of 21st century competencies. Teachers routinely report that there are no real rewards or incentives for innovation. The lack of time and support in the school day for teachers to work together to pilot, evaluate, and share new classroom practices is widespread. Perhaps most important, the biggest predictor of teachers' use of more active or student-oriented teaching and learning is not their beliefs about pedagogy but their sense of self-efficacy (confidence) in their ability to be successful as teachers. This, of course, connects to the discussions in sessions one and three.

POLICY IMPLICATIONS

How can teachers' pedagogical development and innovation be supported? A variety of strategies were suggested:

- Create bottom-up, teacher-led pilot and innovation networks that can open education systems to new approaches and design new learning environments, including those outside the school walls.

- Encourage the development of collaborative cultures in schools. Both research evidence and discussions at previous Summits have suggested that the development of collaborative cultures among teachers and school leaders is one of the most powerful ways to improve

the quality of teaching and that we need to surround teachers with the same kind of collaborative culture that supports every other high-performing profession. Also, teachers who are expert in their discipline but who work with colleagues from other disciplines are more able to develop the kind of interdisciplinary pedagogy that 21st century competencies require.

- Harness the enabling power of technology. There was considerable debate about the role of technology in schools. Most education systems have invested millions of dollars in ICT but, on average, results of the investment in terms of student achievement have been disappointing. Some teachers also fear that technology is being viewed as a replacement for teachers. Although technology may change teachers' role—for example, teachers no longer have a monopoly on knowledge, given the wide availability of information—most people believe that teachers will still be central to helping students develop the tools they will need to navigate complex 21st century environments.

  Some of the best ways in which ICT can amplify innovative teaching include: expanding access to content with no time or space constraints; supporting new pedagogies such as virtual experiments and tools for student inquiry; providing platforms for teachers to share and enrich teaching materials and approaches; and giving students faster, more granular feedback. EI proposed that OECD and EI should collaborate on providing best practice guidelines and examples on the most powerful ways in which technology can amplify great teaching.

- Rethink the uses of time: Trying out new pedagogies seriously takes time, as does spreading and scaling new ideas that have been shown to work. But in many systems, teachers' time has traditionally been structured very rigidly as classroom contact hours. Systems are increasingly experimenting with ways to restructure the school week to make time for pedagogical innovation by, for example, reducing the time teachers spend on administrative tasks or on less useful forms of professional learning, or by creating more

flexible class arrangements to allow regular time each week for professional collaboration. OECD research suggests that beyond a certain point, it is not the number of hours students spend in the classroom that makes a difference for student achievement but the quality of the pedagogy.

- Connect research to pedagogy: In most industries, innovation is propelled by significant research and development funds and structures. The health field, for example, spends seventeen times as much on research as does the field of education, despite the fact that both have similar levels of public expenditure. Research is also better connected to medical practice. A number of countries have or are developing mechanisms to involve teachers in school-based inquiry or action research or are establishing mechanisms to connect academic research more closely to policy and pedagogical innovation. Clearly, more evidence is needed to develop and sustain effective implementation of new pedagogies.

- Review system evaluation procedures to encourage more innovation in schools. There was little time for discussion of this topic at the 2018 ISTP, but previous Summits have noted the need to change the marked disparity between the new 21st century goals for education systems and the more traditional metrics used to measure schools.

The huge and rapid changes in all our societies vastly outpace the changes in our education systems. To enable 21st century teaching and learning to become widespread in our classrooms, it is essential for governments and teachers to work together. Governments need to create the right policy climate, but where education systems fail to enlist teachers in the design of change, teachers rarely help with the implementation. It is a challenging task to engage thousands of teachers in building new forms of professional practice. Such major changes in the goals and practices of education need to be built on trust, which cannot be mandated—only built over time. This is the journey that countries are on. It is certainly not easy, but some systems are showing that they can move forward in developing pedagogies and environments in which 21st century competencies are at the center.

GLOBAL COMPETENCE IN THE 21ST CENTURY

What is global competence? Twenty-first century students live in an interconnected, diverse, and rapidly changing world. Economies are increasingly intertwined, environmental interdependence is profound, threats to human security cross boundaries, and migration is making most societies more culturally diverse. This rapidly changing world requires changing skills. Just as schools made the transition from teaching skills needed in an agrarian society to those needed in an industrial and scientific society, so too our learning systems need to transform to equip students with the knowledge, skills, and dispositions they will need to succeed in this global era.

Global competence is a multifaceted concept and includes cognitive, socioemotional, and civic components. It is defined as having four overlapping dimensions: to have the capacity to critically examine local, global, and intercultural issues; to understand and appreciate the perspectives and worldviews of others; to engage in open, appropriate, and effective interaction with people from different cultures; and to act for collective well-being and sustainable development.

Measuring global competence: In 2018 OECD launched a new assessment of global competence as part of PISA that will report on how well students are prepared to live and succeed in today's global economy and multicultural societies. The assessment will include a cognitive assessment and a background questionnaire and will provide feedback to education systems on what approaches are being used to teach global competence in school systems around the world, what is working, and what needs more systematic attention.

Teaching for global competence: How do educators prepare young people for an inclusive and sustainable world? Schools that have been working in this domain for some time use a variety of strategies: creating a global vision and mission for the school; identifying the desired competencies of their graduates; integrating global examples or problems into every subject; using more student-centered pedagogies; and having greater focus on research and inquiry, for example. Project-based learning, structured debates, service learning, and connections with schools in other parts of the world, whether real or virtual, are all approaches used by schools with a global focus. Asia Society's International Studies Schools Network, a network of schools in low-income areas, has shown that the level of student engagement provided by a global competence focus can raise student achievement across the board. Teachers are at the forefront of educating for global competence, and teachers need professional learning opportunities to hone their curricula and pedagogical approaches. Sample curricula, lesson plans, online collaborative platforms, and networks of educators concerned with global competence all are available to help teachers meet this new imperative.

Asia Society Center for Global Education and OECD, *Teaching for Global Competence in a Rapidly Changing World*, 2018, http://asi.as/global-competence.

TEACHER WELL-BEING, EFFICACY, AND EFFECTIVENESS

In too many countries, far too many teachers have left or are leaving the profession. Governments and teachers' unions alike from almost every country at the Summit spoke about the increasing expectations on teachers and their deepening concern about teacher turnover, burnout, and recruitment challenges.

There are more and more demands on teachers—to have deep and broad knowledge of what they teach as well as an understanding of the link between research and practice; to facilitate the development of students' cognitive and non-cognitive skills; to respond to student individual differences and to produce equitable results in increasingly diverse classrooms; and to adapt to rapidly changing digital technologies in their classrooms—among others.

Despite these high and increasing demands, only one-third of teachers believe their profession is valued by society. These issues of teacher well-being, confidence, and efficacy (meaning teachers' belief in their ability to be effective and successful in their work) provoked some of the most intense and passionate dialogue at the Summit, reflecting a belief that issues of teacher workload and stress have been ignored for far too long.

SOURCES OF TEACHER STRESS

Portugal and Canada opened the discussion.

In **Portugal**, a financial crisis in 2008 caused a major setback in the education system. Teachers' salaries and career progression were frozen for nine years. Many teachers lost their jobs, and it is estimated that 20,000 teachers are working part time when they wanted to apply for full-time placements instead. Many teachers work far from home, and feel overburdened by red tape and administrative tasks caused by the lack of non-teaching assistants. Working hours are long. In addition to hours spent at school, teachers work at home in the evenings to prepare lessons. Levels of student indiscipline are high. There is pressure from parents and an outdated assessment model to contend with. One response to the financial crisis was to raise the age of retirement. This, together with budget cuts, had a major impact on younger teachers. Today there are

less than 400 teachers under the age of thirty in Portugal. Teachers are fatigued and feel undervalued, and it is estimated that perhaps as many as one-third are burned out. In fact, all of this pressure came to a head in a teachers' strike just before the Summit.

The government is making a huge effort to improve teachers' salaries, reduce workload, improve teacher–student ratios, and listen to teachers' voices. But Portugal is a relatively poor country among OECD jurisdictions, and choices must be made about how to use scarce resources. Government and union leaders alike recognize there is an urgent need to rejuvenate the Portuguese teaching force through opportunities to update their knowledge—for example, about digital technologies—and to share best practices between schools.

In **Canada**, education is a province-level, not a national-level, responsibility but provinces share educational approaches through the Canadian Council of Ministers of Education, represented at this meeting by the provinces of Prince Edward Island and Quebec.

In Canada, the basic needs of teachers have been met. Other needs are more complex, and governments and unions need to work together toward responses. Teacher stress and lack of well-being manifests itself in a number of ways. Canadian classrooms are increasingly complex and face increased scrutiny. Canada has focused heavily on inclusion and equality, which puts more demands on teachers. Many of the stressors on students have been removed but there is a need to develop tools to help teachers to thrive in this new environment. One province has introduced a pilot mental health program, funded jointly by government and the unions, that provides counselors who can go into classrooms.

A recent report looks at violence in schools. These are extreme cases, but the question needs to be asked whether schools are safe and caring places for shaping students' futures. Much teacher stress is due to the knowledge that they won't be able to meet the needs of children. Teachers are expected to make up for the outside influences and conditions they have no control over. Teachers are also affected by the gyrations of political swings. There need to be policies that support teaching and learning regardless of party politics.

A member of the Education International delegation, Professor Andy Hargreaves, presented the results of a forthcoming study of the implementation of Ontario's education reforms in four areas: achievement and excellence, equity and inclusion, public confidence, and well-being[3]. The study found that there is no achievement without well-being but did not determine which came first—achievement or well-being. There is no province-wide policy but a lot is happening in districts across Ontario to address both negative teacher well-being and student engagement. It seems that all the caring professions are vulnerable to negative well-being. Teachers invariably encounter students who suffer. So psychological counseling services for students and teachers are useful. Teacher workload is another critical issue. There are too many initiatives coming at teachers from other people and not enough opportunity to exercise their own initiative. Having to implement assessment systems that many teachers believe do harm is another significant source of negative teacher well-being,

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[3] http://ccsli.ca/downloads/2018-Leading_From_the_Middle_Final-EN.pdf

exploring a professional ladder for teachers with accompanying professional development over the course of their careers. A framework of policies, practices, and other measures relating to Hong Kong teachers is being implemented, including a paid study leave scheme for secondary educators to learn from global best practices. The government is trying its best, but it is very demanding to be a teacher in Hong Kong. In fact, the Chief Executive of Hong Kong made teacher well-being a system-level priority this year.

and it is notable that in Ontario there is not much innovation going on in the grades that are subject to the province-wide test.

In **Hong Kong**, the situation was described as acute. A lot of reforms have been enacted to modernize the education system, many of which require extra time of teachers. For example, there are opportunities for students to undertake short study abroad trips, but these need to be led by teachers. More generally, long teaching hours, heavy marking loads, and extra duties—schools are open until 9 p.m.—have all contributed to teachers' sense of guilt that they can't meet all of the expectations placed on them. Teachers are retiring early, and mental health problems have increased. Education systems

"Only one-third of teachers believe their profession is valued by society."

obviously need to have high levels of expectations for teachers but also comparable high levels of support.

The Hong Kong government does provide a lot of support. For example, it has increased teacher–student ratios and provided funds to hire assistants to free teachers for teaching. A task force on professional development of teachers is

In **England**, surveys of teachers by teachers' unions over the past seven years have revealed increasing concerns about workload and disempowerment. The number of hours that teachers in England work in classrooms is about the OECD average, but English teachers spend an additional eight hours a week beyond classroom teaching on administrative tasks of various kinds. Workplace studies in many sectors have shown that lack of control is a major cause of stress. And in the case of education, a context of constant change in the system combined with high-stakes accountability has produced a situation where more than half the teachers have considered leaving the profession over the past two years.

The government is trying to address the workload challenge. A Workload Challenge survey in 2014 identified three major issues: triple or "deep" marking, data collection overload, and lesson preparation requirements. The assumption often is that teachers' extra workload is due to government mandates, but deep marking and short-term data collection were cited as examples of workload coming from within the education sector itself. Government and unions are now working together to try to remove unnecessary practices that burden teachers but cannot be shown to relate to pupils' achievement.

Denmark, **Sweden**, and **Germany** echoed many of the same themes about teacher disempowerment

and workload. In **Denmark**, 80 percent of Danish teachers don't feel valued by society. Studies of Danish teachers show that what is most important to Danish teachers is being successful in their teaching. Government and unions both agree that there is a need to reduce regulation and give teachers more authority and ownership over their own professional work. Nevertheless, there is considerable conflict between government and unions over exactly how resources should be allocated to do this. In **Sweden**,

> "Teachers have too many initiatives thrust on them and not enough opportunity to exercise their own initiative."

less than 10 percent of Swedish teachers believe that teaching is valued in their society, more than one in four teachers in Sweden have seriously considered changing professions, and one in five teachers has been subject to violence or threats in their workplace during the past year. In Germany as in many other countries at the Summit, surveys have shown that workload problems have gotten worse in recent years.

Across countries, the reasons reported for increased teacher stress and lack of well-being are many and include: excessive workload, constant reforms imposed on the teaching profession that change with each change of government, accountability and evaluation systems that are punitive and confusing, lack of support for schools with unmanageable student misbehavior issues, class sizes, government interference in curriculum and teaching methods, excessive regulation, the challenges of more diverse and inclusive classrooms, perceived lack of respect for the profession, and, in some countries, inadequate or unequal funding.

There is a gender dimension to this as well. In most countries, a majority of teachers are women. The requirement to take part in school-related or professional activities in the evenings or on weekends places a particular burden on women, who often have the major responsibility for children and/ or elderly parents. In some systems, there are not many women in leadership positions and there is a gender pay gap as well.

RESPONSES TO TEACHER STRESS

Singapore and Finland, two countries where teachers are highly valued and teacher policy is well developed, talked about their approaches to promoting teacher well-being and efficacy.

Singapore: Singapore's approach considers teacher well-being from the moment of recruitment onward. Singapore uses a manpower planning approach so that every teacher trainee who is recruited and selected for training is paid by the Ministry of Education during their initial teacher education and then has a guaranteed first job. The Singapore career structure has three career tracks—the master teacher track, school leader track, and specialist track—so that if teachers enjoy teaching they can advance professionally and financially within teaching, but if they don't enjoy teaching they can find other paths within education. There is a smooth transition between initial teacher education and ongoing professional development. Every teacher is guaranteed 100 hours for professional development each year. Every school has a quota of teachers plus some extra teachers so that professional development can be done during school hours. And because mentoring has been shown to increase teacher self-efficacy, all young teachers receive mentoring for ninety minutes per week, and this time is factored into the workload of the mentee teacher. The Ministry is also trying to reduce teachers' administrative burdens—for example, through an SMS system that automatically contacts parents if a child is absent from school. Other staff such as student welfare counselors also support teachers' roles.

Despite this systemic approach, Singapore does not take teachers' well-being for granted. Every two years a school climate survey is administered to every school that includes questions on teacher well-being. The schools' leadership is held accountable for the results of the climate survey. In Singapore, there are explicit self-reinforcing strategies from recruitment onward based on the widely shared assumption that teacher well-being and efficacy lead to student well-being and achievement.

In **Finland**, professional development for teachers is seen as a comprehensive process that

begins with initial teacher education. All teachers have master's degrees with a heavy emphasis on research. With this research-based initial teacher education qualification, teachers are expected to become reflective professionals who actively develop their own work and professional skills. Teachers are highly respected and have a good deal of autonomy and professional freedom. But teachers are relatively isolated. Individual schools take responsibility for new teacher induction and professional development, which leads to noticeable differences among schools. Different models of peer group mentoring are being tried with "tutor" teachers, who will have reduced teaching loads in order to focus on creating professional learning opportunities within and between schools. The emerging policy framework centers on a demand- and innovation-driven model of professional development but in a culture that focuses on a team rather than an individual.

In Finland too, teachers' union surveys have shown some increase in workload and some reduction in teacher job satisfaction over the past two years. Because so much is devolved to the school level in Finland, there is a need to look at leader, teacher, and student well-being within schools—to examine what leaders are doing and perhaps provide practical training to school leaders on the development of good working environments.

Scotland: Scotland also underscored the importance of leadership development as a component of the multidimensional challenge of teacher well-being. Scotland is investing in leadership development in a variety of ways, including five-day courses on the Isle of Skye that impart specific leadership skills but have also been a force for well-being by rejuvenating and remotivating school leaders and providing them a cohort of allies who stay in touch over time.

Other insights from Scotland's work in this area are that it is essential to link teacher well-being to the central issues of learning and teaching rather than treating it as a stand-alone issue. There is an inextricable link between teacher and student well-being. Schools that are safe and supportive for one will help the other. Going forward, it is also important to empower teachers, to give them confidence, and to eliminate excess workload, which will then give them space to enhance their professional learning and teaching.

New Zealand: New Zealand launched an initiative on well-being last year but is grappling with how to move away from individual and medical conceptions of well-being to more of an ecosystem perspective on what contributes to teacher well-being and efficacy.

POLICY IMPLICATIONS

It was clear from the 2018 Summit that issues of teacher well-being are rapidly coming to the fore of policy discussions—in part because issues of teacher recruitment and retention are reaching crisis level in some countries. There is growing recognition that for teaching and learning to be most effective, teachers should have high levels of well-being and self-efficacy. This mirrors increased evidence that students' socioemotional development is as vital for their motivation and learning as cognitive development. Some jurisdictions, as reported above, are making well-being an explicit system-level priority.

According to the OECD background paper, teacher well-being is a complex construct with multiple dimensions—including cognitive, psychological, physical, and social well-being. There is relatively

little systematic research on teacher well-being although there is considerable research on teachers' self-efficacy—that is, their confidence in their ability as teachers. This shows a strong association between teachers' self-efficacy and higher levels of student achievement and motivation although the causal nature of these relationships is not well established. Globally, a majority of teachers report a strong sense of self-efficacy and overall satisfaction with their jobs, but this varies a great deal from country to country. And, most worryingly, fewer than one in three teachers believe that teaching is a valued profession in their society. This is important because even the perception that a profession is valued or not can affect recruitment and retention in that profession. The extent to which teachers participate in decision making in their own school is also associated with how valued teachers feel their profession is in their society.

A number of things have been shown to be related to teacher self-efficacy. While class size is not one of them, the extent to which teachers have significant percentages of students who are low achievers or who have behavioral problems is. Teachers' perceptions of school climate, the collaborative culture in the school, and the availability of good mentors and school leadership all affect their levels of stress, professional confidence, and job satisfaction.

Developing positive teacher well-being—"worklove not workload"—requires a feeling among teachers that they are engaged in work that has meaning and impact, that they have support to do well and colleagues to work with. Thus, the policy suggestions that emanated from this session on teacher well-being overlapped with those from the second session on enabling pedagogies: empowering teachers to play a leadership role in decision making in their school; strengthening teachers' capacity to deal with student misbehavior; developing meaningful teacher evaluation that supports teacher practice; and providing time within the school day for professional collaboration between teachers.

However, our understanding of teacher well-being is not well enough researched to make broad resource allocation decisions. There are many questions to answer. For example, is what helps teachers the same as what helps students, or are there trade-offs? Are teachers' sense of self-efficacy and students' sense of trust similar? How does well-being relate to, for example, career structures? Would removing tasks from teachers' roles improve well-being, or is it the holistic responsibilities that make teaching attractive—in Singapore, for example? The construct is multidimensional, so it is likely that solutions will be multidimensional. In 2018, the OECD Teaching and Learning International Survey (TALIS) will gather more up-to-date data on teacher stress in multiple countries, and a study on both teacher and student well-being is being planned in conjunction with the 2021 PISA surveys. This research will be crucial in helping develop a common understanding of what well-being means and what contributes to it.

Teacher well-being seems to be an issue whose time has come. It needs to be tackled but preferably on the basis of more solid evidence. EI urged governments to participate in OECD research on teacher well-being so that governments and unions could develop practical strategies to address this set of issues. Time is a finite resource for teachers and schools. We need to be very selective about how to use time to best effect. Although teacher wellbeing is not a major policy issue everywhere, a significant number of countries are beginning to address it, as the country commitments for 2018, described in the next section, show.

COUNTRY ACTION PRIORITIES FOR 2018

During the Summit, each country's delegation met to reflect on what they were learning from the Summit as it applied to their own situations, and they identified the priorities that they intend to pursue in 2018.

Belgium: The German-speaking Belgian delegation committed to developing a concept for the promotion of citizenship education, offering funds for pilot projects in schools, teacher training, and curriculum development on integrating global goals across all subjects. They will initiate a similar project among networks of schools on inclusion and equity as drivers for change. Belgium also plans to promote new collaborative management structures in schools, with teams of teachers sharing leadership.

Canada: The Council of Ministers of Education of Canada and the Canadian teachers' unions committed to ongoing collaboration and regular meetings to strengthen indigenous education through pre-service training and professional development (retained from 2017); to deepen evidence-based approaches to pedagogies that support the development of a wide range of skills, to enable students to reach their full potential as global citizens (retained from 2017); and to study and implement measures to promote teacher well-being.

Denmark: The Danish Ministry of Education and the Danish Educator Organisations' Council will continue their cooperation with respect to various policy areas, including the reform of upper secondary education and competencies for teachers. They will also hold a Danish ISTP to translate international discussions into a Danish context.

Estonia: Estonia plans to expand teacher exchange programs among schools, to promote collaborative teaching; to review and analyze data collected over the past two years in order to design programs to increase teacher well-being; and to develop a program for school principals on coaching and supporting change management.

Finland: Finland will continue to focus on promoting collaborative learning communities across schools; expanding and strengthening the quality of early childhood education; and enhancing the concept of and opportunities for lifelong learning for everyone.

Georgia: The government and education unions of Georgia will work in partnership to improve teacher quality through a state-funded master's degree for initial teacher training, more comprehensive professional development, and reducing bureaucratic workload; build public confidence in teachers by showcasing the work of the best teachers; and advance teachers' social status by gradually increasing salaries to the average of public employees and developing compulsory regulations on continuing professional activities.

"A concentration of disadvantage requires a concentration of help."

Germany: The Standing Conference of the Ministers of Education and Cultural Affairs and the German teachers' unions will continue to work together on some of the commitments from 2017, including strengthening teachers' ability to address diversity in the classroom; creating educational processes for a digital world; and applying knowledge from its national monitoring data system to address policy challenges, especially how to reduce the link between social background and educational success.

Hong Kong SAR: Recognizing that the development of talent is the most important element in the future development of Hong Kong, the Hong Kong government and teachers' union will work together on measures to strengthen teacher well-being so that teachers in turn can create caring and inspiring classrooms. Hong Kong also plans to conduct a comprehensive review of its education system that will create more room for teachers and more effective use of resources.

New Zealand: The new government in New Zealand is planning a series of Summits, conversations with the general public, about what people want to see New Zealand education achieve in the future. Government and education unions will work together to make this an open and constructive dialogue that produces a shared vision that can be implemented.

Norway: Building on its long-standing tradition of tripartite discussions between national government, local government, and education unions, Norway will seek to attract more students into teaching and recruit back teachers who have left the profession; to improve the links between teacher education, research, and practice; and to increase knowledge of factors that affect teacher well-being, to enhance their willingness to stay in teaching and be professionally active.

Poland: The Polish government will work with its social partners to continue development of a mentoring system in schools for new teachers; to strengthen cooperation between tertiary education and schools on teachers' professional development; and to create model or clinical practice schools where innovations in teaching methodology can be piloted and spread.

Portugal: The Portuguese delegation will work with other parts of government to develop integrated programs to better serve schools in disadvantaged communities; to work with teachers' organizations to promote more widespread use of new pedagogies through encouraging professional development networks among schools; and, recognizing the

reality of Portugal's aging teacher workforce, to promote more time and space for collaborative professional learning in schools and participation of teachers in school decision making.

Singapore: Singapore's priorities are to shift the focus of education from pursuing academic subjects to experiencing joy and self-direction in learning. Government and teachers' organizations will work on this through developing distinctive programs at every school beyond the core curriculum; continuing to raise teachers' competence in the design and enactment of engaging learning experiences; and providing need-based resources to enhance teacher well-being.

Sweden: Building on the Swedish School Commission's report and to address widening equity gaps, the government and education unions will continue their joint efforts to attract and retain highly qualified teachers by offering incentives and good working conditions; establishing a continuing professional development program for teachers; and raising the status of the teaching profession in parallel with efforts to strengthen the whole school system.

UK: England: The government and teachers' unions have agreed to work together on three broad goals: making it possible for every child to reach their full potential, especially in the twelve opportunity areas where there is low social mobility; giving every child access to a world-class curriculum and giving teachers access to high-quality professional development around it; and removing unnecessary bureaucratic workload to enable teachers to concentrate on teaching and learning.

UK: Scotland: The Scottish government and teachers' union will complete work on their 2017 commitment to develop a range of career pathways and options for teacher leadership, learning from Singapore; tackle bureaucracy in practical ways in order to create space and time to enhance learning and teaching; and jointly seek to create a culture of empowerment within the profession that builds well-being, confidence, and efficacy.

CLOSING

The International Summits have become a reference point for actions to enhance the teaching profession and improve student learning. Participation extends domestic dialogues, enabling participants to get outside their context and established patterns of thinking, learn from successful and unsuccessful approaches elsewhere, consider the cutting edges of policy, and share unresolved challenges.

In his final remarks, Andreas Schleicher, Director of Education and Skills, OECD, challenged participants to think about whether they had moved beyond their comfort zone on the Summit's three themes. He contrasted the rapid progress in medicine, driven by deep investments in research and its application, to the flattening of educational achievement in many countries. In an era of rapid change, education needs to move beyond the status quo and be driven by innovation and evidence.

David Edwards, General Secretary of Education International, reflected that while schools are central to all communities, some communities are more fragile than others. Arguing that a concentration of disadvantage requires a concentration of help, he urged teachers' unions and governments to agree on strategies to stop the revolving door and build solid staffing in fragile schools. Also,

noting that effective pedagogies are born out of progressive refinement of teaching and learning strategies, he called for research-based and practical guidelines on ways in which technology can support effective pedaogogy.

In closing the Summit, Alexandra Leitão, Portugal's Secretary of State of Education, reminded participants of the significance of the Summit discussions. In an era of rapid change and ever-expanding knowledge, the future of our countries lies in our schools. It is critical to develop stronger links between schools and communities, especially in deprived areas. Reducing historic exclusion of children from poor families is both a moral and an economic imperative. New pedagogies are essential, and we must find the most effective ways to take advantage of the new opportunities provided by digital technologies to innovate pedagogies. Finally, without providing space and support for teacher development and well-being, our schools cannot progress. The Summit may not have provided all of the answers to how to solve these problems, but the public commitments to action made by governments and teachers' unions underscore the power of this gathering to address genuine needs in the profession and in education more broadly.

Finally, participants from different countries expressed their gratitude to the Portuguese hosts for their warm hospitality, superb organization of the site visits and ISTP discussions, and the example Portugal is setting of moving a whole system forward toward excellence, equity, and 21st century competencies.

OBRIGADO!

This report was written by Vivien Stewart, Senior Advisor for Education at Asia Society and author of A World-Class Education: Learning from International Models of Excellence and Innovation.

PARTICIPANTS

Country	Position	Name
Austria	Union Leader (Observer)	Gangl, Roland
Austria	Expert (Observer)	Skala, Helmut
Belgium	Minister	Mollers, Harald
Belgium	Union Leader	Reuter, Guido
Belgium	Teaching Professional	Kocks, Brigitte
Belgium	Expert	Lesage, Hilde
Belgium	Ministry of Education Adviser	Pommé, Michèle
Canada	Minister	Brown, Jordan
Canada	Union Leader (Canadian Teachers Federation)	Ramsankar, Harold
Canada	Union Leader (Fédération des Syndicats de l'Enseignement)	Scalabrini, Josée
Canada	Ministry of Education Advisor (Ministry of Education, Early Learning and Culture, Prince Edward Island)	Willis, Susan
Canada	Bristish Columbia Teachers Federation	Johnston, Clint
Canada	Centrale des Syndicats du Québec	Camerlain, Line
Canada	Prince Edward Island Teacher's Federation	MacLeod, Bethany
Canada	Council of Ministers of Education	Manca-Mangoff, Antonella
Canada	Council of Ministers of Education	Beaulieu, Chantal
Canada	Ministère de l'Éducation et de l'Enseignement Supérieur, Québec	Lepage, Anne-Marie
Czech Republic	Teaching Professional	Stech, Stanislav
China	Vice Minister, Ministry of Education	Sun, Yao
China	Director-General, Central Institute for Vocational and Technical Education, Ministry of Education	Wang, Yangnan
China	Deputy Director-General, Department of Teacher Affairs, Ministry of Education	Huang, Wei
China	Deputy Director, Department of General Affairs, Ministry of Education	Liu, Yang
China	Director of General Office, Department of Vocational and Adult Education, Ministry of Education	Ning, Rui
China	Deputy Director of European Affairs Office, Department of International Exchange & Cooperation, Ministry of Education	Zhao, Lei
China	First Secretary, Education Office, China Embassy in Portugal	Zhou, Gaoyu
China	Interpreter	Yao, JiaoJiao
Denmark	Minister	Riisager, Merete
Denmark	Union Leader	Norstroem Hansen, Annette
Denmark	Teaching Professional	Pontoppidan, Hanna
Denmark	Expert	Lange, Dorte
Denmark	Ministry of Education Adviser	Knudsen, Rasmus Vanggaard
Denmark	Trade Union Adviser	Bonde, Åase
Denmark	Senior Adviser to the Minister	Nielsen, Søren Poul
Denmark	Personal Assistant to the Minister	Blankenberg, Maj
Estonia	Minister	Reps, Mailis
Estonia	Union Leader	Voltri, Reemo

PARTICIPANTS

Estonia	Teaching Professional	Uustalu, Heidi
Estonia	Union Leader	Viies, Vladimir
Estonia	Ministry of Education Adviser	Mikiver, Kristi
Estonia	Personal Assistant to the Minister	Terep, Marin
Finland	Minister	Grahn-Laasonen, Sanni
Finland	Union Leader	Olli, Luukkainen
Finland	Teaching Professional	Ikonen, Antti
Finland	Expert	Koikkalainen, Petri
Finland	Ministry of Education Adviser	Sazonov, Daniel
Finland	Trade Union Adviser	Rusk, Anders
Finland	Personal Assistant to the Minister	Ihalainen, Heini
Georgia	Minister	Chkhenkeli, Mikhail
Georgia	Union Leader	Kobakhidze, Maia
Georgia	Teaching Professional	Sumbabze, Archil
Georgia	Expert	Asatiani, Nato
Georgia	Ministry of Education Advisor	Esakia Salibegashvili, Tamara
Georgia	Trade Union Adviser	Alugishvili, Marina
Germany	Minister of Education of Saxony-Anhalt	Tullner, Marco
Germany	Union Leader (GEW)	Tepe, Marlis
Germany	Teaching Professional (KMK)	Ryberg, Birgitta
Germany	Union Leader (VBE)	Beckmann, Udo
Germany	Ministry of Education Adviser (VBE)	Brand, Gerhard
Germany	Landesvorsitzender Rheinland-Pfalz (GEW)	Hammer, Klaus-Peter
Germany	Stellvertretende Landesvorsitzender Bayern (GEW)	Borgendale, Martina
Germany	Vorsitzende Bundesfrauenausschuss (GEW)	Wiesenäcker, Ute
Germany	Observer (VBE)	Roewer, Anne
Germany	GEW	Kleemann, Sarah
Hong Kong	Under Secretary for Education	Choi, Christine
Hong Kong	Political Assistant for Secretary for Education	Sze, Jeff
Hong Kong	Principal HHCKLA Buddhist Wisdom Primary School	Leung, Chui Chun
Hong Kong	Union Leader	IP, Kin Yuen
Hong Kong	Union Leader	Cheung, Yui-Fai
Netherlands	Union Leader (Observer)	Scholten, Ellen
Netherlands	Teaching Professional (Observer)	van Leijden, Jerney
Netherlands	Expert (Observer)	Du Pré, Rosa
Netherlands	Trade Union Adviser (Observer)	Fraanje, Frits
Netherlands	Ministry of Education Assistant (Observer)	Ruesink, Hans
New Zealand	Minister	Hipkins, Chris
New Zealand	Union Leader	Boyle, Jack
New Zealand	Teaching Professional	Cormick, Whetu
New Zealand	Expert	Choat, David
New Zealand	Ministry of Education Advisor	Holsted, Iona
New Zealand	Union Leader	Stuart, Lynda
New Zealand	Teaching profession representative	Oakly, Virginia
New Zealand	Teaching profession representative	Williams, Michael

PARTICIPANTS

New Zealand	Chief Education Scientific Advisor	McNaughton, Stuart
New Zealand	Teaching profession representative	Matahiki, Keery-Ann
New Zealand	Ambassador (Observer)	Coombs, Jane
Norway	State Secretary	Borsch, Rebekka
Norway	Union Leader	Handal, Steffen
Norway	Teaching Professional	Lutnæs, Eva
Norway	Ministry of Education Adviser	Meling, Christine
Norway	Trade Union Advisor	Grøttvik, Roar
Poland	Under Secretary of State	Kopeć, Maciej
Poland	Union Leader	Proksa, Ryszard
Poland	Union Leader	Broniarz, Sławomir
Poland	Expert	Kończyk, Monika
Poland	Minister of Education Adviser	Lew-Starowicz, Rafał
Poland	Trade Union Adviser	Obidniak, Dorota
Poland	Interpreter	Kur-Santos, Dominika
Poland	Interpreter	Karpowicz, Katarzyna
Russian Fed	State Secretary - Deputy Minister of Education and Science of the Russian Federation	Zenkovich, Pavel
Singapore	Senior Parliamentary Secretary	Ibrahim, Muhammad Faishal
Singapore	Union Leader	Thiruman, Mike
Singapore	Teaching Professional	Heng, Yew Seng
Singapore	Expert	Chua-Lim, Yen Ching
Singapore	Ministry of Education Adviser	Ong, Lay Kheng
Singapore	Trade Union Adviser	Eu, Cindy
Slovenia	Union Leader	Štrukelj, Branimir
Sweden	Minister	Ekström, Anna
Sweden	Union Leader	Fahlén, Åsa
Sweden	Teaching Professional	Fredriksson, Peter
Sweden	Union Leader	Jaara Åstrand, Johanna
Sweden	Ministry of Education Adviser	Borg, Veronica
Sweden	Trade Union Adviser	Båvner, Per
Sweden	Ministry of Education Adviser	Larsson, Jenni
United Kingdom	Minister	Gibb, Nick
United Kingdom	Union Leader	Young, Gareth
United Kingdom	Teaching Professional	Ward, Carl
United Kingdom	Expert	Costello, Lauren
United Kingdom	Minister of Education Adviser	Lehain, Mark
United Kingdom	Union Leader	Flanagan, Larry
United Kingdom	Minister of Education Secretary	Birchall, Niamh
United Kingdom	Department for Education	Weatherburn, Michele
United Kingdom	Department for Education	White, Victoria
United Kingdom	Department for Education	Lewis, Sarah
United Kingdom	Trade Union Adviser NEU (ATL Section)	Bousted, Mary
United Kingdom	Deputy 1st Minister for Scotland and Cabinet Secretary for Education and Skills	Swinney, John
United Kingdom	Private Secretary to John Swinney	Finlay, Amy
United Kingdom	Education Advisor to John Swinney	Robb, Stuart
United Kingdom	Teaching Professiona - Headteacher	Watt, Lindsey

PARTICIPANTS

Australia	CES	Mackay, Anthony
USA	Asia Society	Stewart, Vivien
USA	Asia Society	Jackson, Tony
USA	Asia Society	Menten, Alexis
CE		Lessaer, Bartek
OEI	Secretário Geral	Speller, Paulo
OEI	Chefe de gabinete	Diógenes, Camila
OEI	Diretora da OEI em Portugal (Observer)	Laborinho, Ana Paula
CPLP	Assessor	Levy, Miguel
Portugal	Minister	Brandão Rodrigues, Tiago
Portugal	SEAE	Alexandra Leitão
Portugal	SEE	João Costa
Portugal	DGAE	Maria Luisa Oliveira
Portugal	Union Leader FENPROF	Nogueira, Mário
Portugal	FENPROF	Mendonça, Manuela
Portugal	FENPROF	Borges, Henrique
Portugal	FENPROF	Marques, José
Portugal	CPLP - Sindical de Educação (Observer)	Cardoso, José
Portugal	Union Leader FNE	Dias da Silva, João
Portugal	FNE	Dâmaso, Lucinda
Portugal	FNE	Rangel, Maria Josá
Portugal	FNE	Santos, Jorge
Portugal	Sindicato Nacional e Democrático dos Professores	Nunes, Conceição
Portugal	Interpreter	Costa de Souza, Alexandra
OECD	Director for Education and Skills	Schleicher, Andreas
OECD		Belfali, Yuri
OECD		Tremblay, Karine
OECD		Davis, Cassandra
OECD		Fraser, Pablo
OECD		Tessier, Rebecca
OECD	Vice Minister for Education, Brazil (Observer)	Guimarães de Castro, Helena
OECD	President, International Confederation of Principals (Observer)	Forbes, Fiona
OECD		Chambers, Nick
EI	President	Hopgood, Susan
EI	General Secretary	Edwards, David
EI	Deputy General Secretary	Holst, Haldis
EI	Senior Consultant	Bangs, John
EI	EI	Hargreaves, Andrew
EI	NEA	Eskelsen Garcia, Lily
EI	NTA/Taiwan	Hou, Chun-Liang
EI	NTA/Taiwan-Interpreter	Lin, Yuchuen
EI	AFT	Chiera, Donna
EI	EI	Evers, Jelmer
EI	EI	Gavrielatos, Angelo
EI	EI	Flocken, Susan
EI	EI	Batsukh, Undarmaa

PARTICIPANTS

EI	NEA (Observer)	Garcia, Alberto
EI	AFT (Observer)	Weil, Rob
EI	AFT (Observer)	Keefer, Patricia