

The 2010 Education for All Global Monitoring Report
through a 'Teacher Lens'

A preliminary draft produced by

The International Task Force on 'Teachers for Education for All'
Secretariat

I. Introduction

➤ Why teachers?

At the World Education Forum in 2000, the international community defined the global Education for All (EFA) agenda as relating to six areas: early childhood care and education, primary education, youth and adult learning needs, literacy, gender equality and quality in education.

Teachers are a precondition to the achievement of all these goals and they are a key both to achieving quantitative targets and to ensuring the quality of education. However, recognition of the crucial importance of teachers for EFA has been slow in emerging and it is only in recent years that it has become widely acknowledged that teacher shortages are one of the main global obstacles to achieving the education for all objectives.

➤ The International Task Force on 'Teachers for EFA'

This document is produced by the International Task Force on 'Teachers for Education for All', a global alliance of EFA partners working together to address the teacher gap. The creation of the Task Force was endorsed at the Eighth High Level Group (HLG) meeting. The Task Force was, on that occasion, mandated to explore the possibilities for South-South and North-South-South cooperation in relation to teachers for EFA, focusing particularly on those countries furthest away from reaching the EFA goals and those with the largest teacher gaps.

The Task Force seeks to address the EFA teacher gap by responding to:

(i) teacher-related policy needs, in relation to the development and/or implementation of relevant national policies, strategies and plans for the provision of teachers;

(ii) teacher-related capacity needs having regard to the collection and use of data for policymaking and implementation, as well as in relation to human resource constraints faced by countries to ensure appropriate planning, and management of teacher recruitment, training, deployment and development; and finally,

(iii) teacher-related financing needs with regard to the need for increased and better spending on teachers, including international support for country-level recurrent expenditure to meet teacher needs for EFA.

This document is part of the Task Force's strategy for enhanced advocacy and knowledge sharing with regard to teachers, and is also intended to serve as a background document for policy dialogue in the wake of the 2010 EFA Global Monitoring Report (GMR).

➤ Why a 'teacher lens' for the 2010 GMR?

This year's EFA Global Monitoring Report analyses progress towards Education for All, and explores two specific themes: (i) the financing of EFA, with a specific focus on the current economic and financial crisis and its consequences; and (ii) marginalization in education and the need to address this issue for EFA.

This document summarizes, chapter by chapter, the main findings of the 2010 Education for All Global Monitoring Report in so far as they relate to teacher issues.

Its objectives are to:

- Support dissemination of new insights and ideas pertaining to 'Teachers and Education for All, presented in the 2010 Global Monitoring report, with particular reference to the financing of EFA, and the issue of marginalization in education.
- Serve as an advocacy tool to highlight the role of teachers for EFA and hence of the importance of coordinated action to respond to the quantitative and qualitative teacher gap.

- Serve as a basis for policy dialogue on teacher issues in EFA.

II. An overview of the 2010 GMR

This year's EFA Global Monitoring Report opens with a discussion of the consequences for education of the current economic and financial crisis and of rising food prices. It underlines the impact of the economic slowdown on education financing in the poorest countries, pointing to their limited options to mitigate the damage caused. The EFA Global Monitoring Report appeals to the international community to identify the threat posed to education for all, and therefore, to develop an effective response.

The second chapter analyses progress made towards the EFA goals. Globally, extraordinary advances have been registered since 2015, and progress has been even more remarkable in some particular countries. Enrolment rates testify to unprecedented progress also reflected in gender parity in education and adult literacy. However, given the magnitude of the challenge, the EFA Global Monitoring Report points to a slow-down in getting children into primary schools since 2004 and warns that "business as usual" would leave 56 million children out of school in 2015. It underlines the potential of early childhood care and education for gains in efficiency and equity, and advocates for the setting of realistic goals in this regard, with a focus on narrowing disparities and providing good quality services that are accessible to the poor. Higher levels of education should not be forgotten, but meaningful benchmarks still have to be developed to measure progress in youths and adults' education. Efforts to accelerate progress in literacy are called for as the relevant 2015 target will not be reached if the world remains on the current trajectory. The 2010 Global Monitoring Report notes that addressing the significant gender gaps in education subsisting in much of South and West Asia and sub-Saharan Africa will require a sustained effort to change attitudes towards girls' education and practical policies that create incentives for greater equity. Finally, the EFA goal of quality education is not being met, and governments need to focus more strongly on recruiting and training teachers.

The next chapter of this year's EFA Global Monitoring Report focuses on issues of marginalization in education. The importance of appropriate data collection and analysis regarding marginalization as part of any national poverty reduction strategy is underlined. Combating marginalisation requires cross sectoral integrated and coordinated strategies to address poverty and social stigmatization. The Report expresses concern that most governments are failing to address the root causes of marginalization and need to focus on creating inclusive education systems. Examples of effective policy measures include the removal of school fees, incentives for school attendance, social protection measures, equitable deployment of teachers, school building and school-level allocation of resources and intercultural and bilingual education

The final chapter of the 2010 Global Monitoring Report expresses concern that lately, disbursements of international aid for education have been rising but remain below the required level to achieve the EFA goals in 2015. Furthermore, commitments, which act as signals for future disbursements, are stagnating. Donors and recipient countries must both increase resources available to education and improve aid governance since aid is also too often not reaching those who need it most, with too little focus on basic education, and not enough support to post-conflict countries. Another concern is that aid to education depends on a narrow base of donors, and the Report suggests that there is a need for new sources of financing and better aid predictability. The Report underlines the need to strengthen the multilateral framework for cooperation in education and for FTI reform. The Report therefore calls for an emergency pledging conference in 2010.

The Report ends with a set of policy suggestions and recommendations on how to "rise to the EFA challenge", all of which have implications for policies on teachers. As the Report puts it, "Teachers are the single most important education resource in any country", suggesting that advances like setbacks on the long and winding road to EFA correlate directly with successes and failures in regard to teacher provision. We consider below how the GMR analyses and insights specifically shed light on challenges in teacher planning and policy implementation, seeking to draw lessons for the 'teachers for EFA' effort.

III. *Education at risk: the impact of the financial crisis on teachers*

The GMR discusses the impact of the current economic and financial crisis on education and carries five core messages:

- The economic slowdown has far-reaching consequences for education financing in the poorest countries: progress could be slowed or reversed, and spending per primary pupil could decrease by 10%;
- Increased international aid would help reduce budget pressures: developed countries have several options open to increase their fiscal space and counter the impact of the financial crisis, while this chapter shows that, for many low-income countries, far fewer options are available. In this context, increased international aid often appears as the best or even only solution to counter the impact of the crisis on education;
- The international response to the financial crisis has failed to address major human development concerns: global summits and domestic policies in rich countries have played a crucial role in stabilizing financial systems and establishing the foundations for early recovery, while real resources allocated to the poorest countries are too low to really address the challenge;
- The Education for All financing gaps should be closed under a human development recovery plan. Making available the resources required to close these gaps should be part of the coordinated international response to the global financial crisis – budget monitoring is insufficient and should be improved;
- International action must be taken before the 2010 Millennium Development Goal summit. It is suggested that the United Nations Secretary-General should convene a high-level meeting of donors and governments of low-income countries to reassess the external financing required to achieve the Education for All goals.

The implications of the present economic and financial crisis on teacher policies are quite obvious: when public spending is cut or capped below planned level as a consequence of financial and economic crises, fewer teachers are recruited, trained and deployed.

In such a context, as the EFA Global Monitoring Report underlines, public spending in many countries has been used to create a countercyclical stimulus for recovery, with many governments opting to strengthen the social and education infrastructure. In the United States, the American Recovery and Reinvestment Act (ARRA) passed by Congress in February 2009 delivered a prospective US\$789 billion stimulus to the economy staving off a financing crisis in education that threatened to result in thousands of teachers being laid off and many schools closed.

The world's poorest countries cannot afford to let education collapse either. However, unlike rich countries, most poor countries operate in very constrained financial environments and lack the budgetary resources to provide the support their education systems need to avoid collapse. In such a context, the Report shows that increased international aid has the most immediate potential for increasing fiscal space. Considering that teachers represent one of the most important, and costly, education resources, costs associated to teacher recruitment, training, and remuneration should be a priority. However, donors and donor agencies do not always choose to prioritise teacher costs. In an analysis of 23 International Monetary Fund programmes, the Global Campaign for Education warns of a potential conflict between spending limits set in loan conditions and financing requirements for teacher recruitment.

Among the suggestions put forward by the GMR is the convening of a high level meeting of donors and governments of low-income countries to reassess the external financing required to achieve the Education for All goals. In this context, though this is not explicitly mentioned in the GMR, it could be suggested that teacher costs should be part of the stock-taking process with particular reference to EFA-related financing needs having regard to both national expenditure patterns (including recurrent spending linked to teacher salaries) and external assistance. Such an assessment would necessarily address concomitant issues of aid dependency, and the predictability of external aid.

IV. Progress towards the EFA goals and Teachers

The GMR's second chapter analyses progress made towards the EFA goals: the extraordinary advances made since 2000, the remaining challenges (let us recall that "business as usual" would leave 56 million children out of school in 2015), and the alarming slow down of progress since 2004. Teachers are at the forefront of the achievement of each of these goals, as detailed below.

Early Childhood Care and Education:

"public investment should be geared towards narrowing disparities, targeting marginalized groups and providing good quality services that are accessible to the poor" (EFA Global Monitoring Report 2010).

In order to specifically target marginalized groups, certain countries have created specific teacher policies: for example, New-Zealand has created scholarships and incentives to attract Maori-language speakers into early childhood teaching. In the 2002-2007 period, the number of Maori-speaking educators in pre-primary education tripled and the share of Maori primary school entrants having been to pre-school rose from 86% to 91%. Chile's "Un Buen Comienzo" programme seeks to reduce vocabulary gaps between disadvantaged children and others, as well as improve pre-school attendance. To that effect, teacher development has been emphasized.

The EFA Global Monitoring Report flags the importance of early childhood carers and teachers in preparing children for school and beyond.

Primary education:

"Much has been achieved – but the international community has a long way to go if it is to deliver on the promises made in Dakar and in the Millennium Development Goals. The slow-down in getting children into school since 2004 is a particular concern" (EFA Global Monitoring Report 2010)

Higher enrolment since 1999 has gone hand in hand with an increase in the recruitment of primary teachers. Many countries in sub-Saharan Africa – including Burkina Faso, Burundi, Niger and Senegal – have more than doubled the teacher workforce, in the process, improving the pupil/teacher ratio. However, despite progress achieved in the past decade, teacher shortages remain a serious concern and countries will therefore need to sustain the effort to recruit and train teachers. 1.9 million new teacher posts will be needed to achieve Universal Primary Education by 2015, two-thirds of them in sub-Saharan Africa. An additional 8.4 million primary teachers will have to be recruited and trained worldwide to replace existing teachers expected to retire or leave their posts before 2015, adding up to a total of 10.3 million new teachers required. Even though the number of extra teaching posts that need to be created may seem small compared to the teacher needs resulting from attrition, creating new posts requires an increase in the overall budget allocated for teacher salaries as opposed to merely filling already budgeted but vacant posts. A sustained push to recruit teachers will increase future recurrent teacher costs for governments. For low-income countries with a limited revenue base, this will require an increase in aid to finance teacher recurrent costs. In such a context, multiyear aid commitments over five to ten years, backed by predictable delivery, will be vital to the sustainable financing of teacher recruitment. As the EFA Global Monitoring report argues, both an increase in aid and a radical change in aid management practices are called for.

In addition, there is a need to achieve more equitable teacher deployment. National average pupil/teacher ratios, the Report underlines, can conceal large disparities.

The task of ensuring equitable teacher deployment is even more daunting if *trained* teachers are considered. Percentages of trained teachers in Ugandan districts vary along a scale of 1 to 6. Trained teachers are more likely to choose to work in urban areas, especially in systems where their remuneration is linked to parental contribution. Housing of higher quality, better amenities and schools, and opportunities for professional development are also more likely to be

concentrated in urban areas. Concerns over living in remote and unfamiliar rural communities can also play a role.

Gender parity:

“While gender gaps are narrowing, they remain very large in much of South and West Asia and sub-Saharan Africa. Closing the gender divide will require a sustained effort to change attitudes that diminish the value of girls’ education, along with practical policies that create incentives for greater equity” (EFA Global Monitoring Report 2010).

Female teachers are often key to narrowing the gender gap. While it is difficult to attract female teachers to rural areas, it is important to work towards the improvement of female teacher deployment. Several countries in West Africa – a region where some of the world’s largest gender gaps are to be found – have adopted policies aimed at reducing the gender gap, including financial incentives, water and sanitation facilities for girls, and the targeted recruitment of female teachers. Incentives are provided to ensure the deployment of female teachers to rural areas. Furthermore, existing teachers have also been given training to heighten their awareness of gender issues.

Youth and adults education:

“Governments face very different types of challenges, but no government can afford to ignore the importance of skills and learning in supporting economic growth, combating poverty and overcoming social marginalization” (EFA Global Monitoring Report 2010).

While there are many examples of good practice, the overall record of technical and vocational education is open to question and this is reflected in teachers’ preferences and the profile and competencies of vocational education teachers. An example of successful practice in combating the stigma associated with vocational education is Singapore’s Institute of Technical Education. Successive governments have invested heavily in training teachers, involving the private sector as well, so that the institute’s facilities are comparable to those of the country’s universities.

Literacy:

“Much has been achieved through the scaling up of literacy initiatives since 2000. However, the monitoring evidence is unambiguous: the 2015 targets will not be reached on the current trajectory. Far more has to be done to accelerate progress” (EFA Global Monitoring Report 2010).

Literacy, like other EFA goals, can hardly be achieved without literacy facilitators/teachers. However, the 2010 EFA Global Monitoring Report does not say much regarding literacy and teachers. Nonetheless, one of the accounts of successful practice, that of Brazil, does mention that federal transfers cover the cost of training and providing grants to literacy facilitators, many of whom are teachers.

Quality:

“The ultimate aim of schools is to equip children with the skills and knowledge they need to realize their potential, develop secure livelihoods and participate in society. Evidence presented in this section suggests that many schools are failing to meet even minimum standards for the quality of education. Equipping schools to provide good quality education will require governments to focus more strongly on recruiting and training teachers” (EFA Global Monitoring Report 2010).

It is telling that a significant section is entirely devoted to teachers in the EFA Global Monitoring Report’s reporting on the EFA goal of enhanced quality in education.

Studies have consistently found that differences between schools account for an important share of differences in achievement. In the 2000–2002 SACMEQ assessment, differences among schools accounted for 37% of the variation in student reading performance. In Bolivia and Chile, a study showed that over half the large disparities in learning between indigenous and non-indigenous students were explained by the poor quality of schools serving indigenous students.

Teacher variables which contribute to that effect are numerous. The official number of teaching hours varies considerably by country, but time spent on effective learning is what matters most for achievement. Spending about 80% of class time on learning, reducing student and teacher

absenteeism, improving teacher incentives and providing targeted support for students struggling to attend regularly can all increase learning time and performance. Moreover, creating conditions that enable children to remain in school, ensuring that teachers actually attend and organizing the school day to devote more time to learning are all low-cost options with potentially high returns.

Initial training and professional development are also crucial to morale and effective teaching. When education systems are of low quality, it is all the more important for future teachers to receive effective training to understand the content of the curriculum and be able to teach it adequately. In-service training remains poorly developed in many low-income countries, but it is vital to build on initial teaching skills. More equitable teacher deployment is also vital for effective learning: yet, all too often, the poorest regions and most disadvantaged schools have the fewest and least-qualified teachers.

Finally, teacher salaries are a contentious issue in many countries. Governments face an obvious dilemma: how to increase teacher recruitment without creating unsustainable budget pressures. Some countries have attempted to address this dilemma by reducing salary costs, notably by hiring fewer teachers under standard civil service pay terms and instead, hiring more contract teachers at lower levels of remuneration and benefits. Finance ministries and several aid donors have actively encouraged more contract employment. The risk is that this will lead to recruitment of less qualified candidates and to even more pressure on teachers to supplement their incomes through other forms of employment, with attendant implications for morale. While a balance has to be struck between affordability and good teaching, the limits to cost-cutting also have to be recognized. Governments and donors need to ensure that teacher pay and conditions reflect a commitment to delivering good-quality education through a well-qualified and motivated workforce.

V. Teachers and the objective of “Reaching the marginalized”

The GMR 2010 also focuses on issues of marginalization in education and calls for data collection and analysis as a basis of national poverty reduction strategies. It underlines the need for integrated, better coordinated policies and strategies targeting the underlying causes of disadvantage in education. Finally, it gives examples of strategies that work including: the removal of school fees, adequate incentives for school attendance by the marginalized and social protection measures, the deployment of qualified teachers, the provision of additional resources to failing schools, a consideration of intercultural and bilingual education, and school construction in disadvantaged areas.

Teachers are an integral part of the integrated policies advocated by the Global Monitoring report. Recruitment of sufficient numbers of teachers with adequate profiles, relevant teacher training and fair deployment of teachers to respond to the needs of the marginalized can all contribute to increased opportunities for those so far left out.

The need for recruitment of sufficient numbers of teachers with adequate profiles

One of the solutions to improve access to school for the marginalized is to abolish school fees. However, the success of such policies may lead to overcrowded classrooms, strain on school infrastructures, and lower quality. In order to avoid such problems, governments need to increase teacher recruitment to match the increase in enrolment.

Beyond the issue of numbers, changing patterns of recruitment can help overcome the problems that marginalized children face. Attracting, recruiting and training teachers from marginalized groups is one of the pillars of inclusive education. It is important to encourage people from marginalized communities to become teachers to promote positive identities, combat discrimination and ensure that children learn in their own language. But expanding such recruitment is not straightforward.

The importance of relevant teacher training and the promotion of adequate teacher behaviour

Adequate training and the promotion of positive behaviour can help fight prejudice, equip teachers with the necessary skills to teach children with disabilities or children who speak minority languages, and increase flexibility to respond to the needs of marginalized communities.

While school could help fight marginalization, often, instead, social attitudes that stigmatize, restrict opportunity and lower self-esteem of the marginalized are frequently reinforced within the classroom. Teachers need training to challenge their attitudes to the marginalized and to equip them to effectively teach children from a diversity of backgrounds. This rarely happens, however; when it does, the initiative often comes from non-state groups, reflecting inability or lack of interest on the part of governments.

Provision of education for children with disabilities in general schools is often grossly inadequate, which drives parents and groups representing people with disabilities to demand separate provision. Ensuring that children with disabilities enjoy opportunities for learning in an inclusive environment requires changes in attitude, backed by investment in teacher training, teaching aids and learning equipment. Resources to provide teachers with specialized training and children with specially designed learning materials to realize their potential are needed.

Teachers' linguistic abilities are another issue. Parents from linguistic minorities may be unable to communicate effectively with teachers and education authorities or engage with their children's homework and the children may not grasp what is being taught if teachers do not speak their home language. Translating those findings into policies that create an enabling environment for ethnic and linguistic minorities is not straightforward. Linguistic diversity creates challenges within the education system, notably in areas such as teacher recruitment, curriculum development and the provision of teaching materials. However, supporting intercultural and bilingual education can strengthen achievement among disadvantaged ethnic minorities. In the *Ecole Bilingues* created in Burkina Faso in the mid-1990s, 85% of pupils in these schools successfully passed the primary school examination in 2002 after five years of instruction in local language and French, compared with a national average of 62%.

Flexibility in education provision is often needed when teaching marginalized communities. This may include multigrade teaching, other school models (for example with one central, relatively well-resourced school and several smaller, sometimes one-room, satellite schools; or mobile schools), or distance education, which all impose further demands on teachers. Evidence from some countries suggests multigrade teaching can enhance access without compromising quality. Research has also highlighted the importance of investment in adequately trained teachers to work in a multigrade setting. The model of "satellite" schools implies that one teacher may be the only teacher of a one-room, multigrade school. Such teachers need particular abilities and support. "Mobile schools" and adaptation of the school agenda to the requirements of pastoralist life means further flexibility, with teachers delivering instruction at times when children are not herding. Finally, distance education as a complement to teacher-student contact also requires adaptation on the part of the teacher.

Ensuring fair teacher deployment:

Well-trained teachers can help mitigate the disadvantages to marginalized children. Such children stand to gain the most from high-quality teaching, but are the least likely to receive it – they are usually taught by the least trained and least experienced teachers, and in the most poorly resourced schools. Hence, allocating teachers equitably is one of the pillars of inclusive education. More equitable rules for teacher deployment are a start, but may not be enough. Financial and other incentives – such as hardship or travel allowances, subsidized housing, study leave and training opportunities – are often required to encourage teachers to go to demanding schools or to areas with difficult living conditions. Incentives need to be high enough to attract good teachers. Evidence from several countries shows that the incentives offered for teaching in marginalized areas are often too limited to have much effect. There is often a need to consider women teachers particularly, as they are often reluctant to move to remote areas.

Data collection and analysis and consequences regarding teachers:

This chapter explains how investment in data collection and analysis should be an integral element of any national poverty reduction strategy. Setting equity-based targets, it also underlines, can help to focus policy and ensure that the marginalized figure more prominently in national planning frameworks.

Though not explicitly stated, these have implications for teachers, in particular, it should be useful to disaggregate teacher data looking for deployment patterns in disadvantaged areas, highlighting relevant variables, such as teachers' local language abilities or specialized training (e.g. for multigrade teaching).

VI. “The aid compact: falling short of commitments” and the consequences on the teachers for EFA effort

The GMR expresses concern in regard to the level of aid and in particular aid commitments, inappropriate targeting of aid, issues of aid predictability, and the need to strengthen the multilateral framework for cooperation in education and for FTI reform. The Report also calls for an emergency pledging conference in 2010.

Aid levels and teachers

Teachers being one of the key education resources, the level and focus of aid naturally impacts on teachers. Hence, in a context of financial crisis and decreasing GNI, leaving aid targets expressed as a percentage of GNI would contradict the spirit of donors' commitments and decrease opportunities to hire and train teachers

Aid predictability

A specific and particularly important feature of teacher-related support is the increased need for predictability: recruiting teachers in 2010 has budget implications for salaries in 2012 hence aid commitments today, which act as a signal for future disbursements, are particularly important for teacher recruitment in 2010. In this context, the 22% decrease in aid commitments in 2007, is very disturbing.

For the same reason, budget planners need to feel confident about the predictability of external support, if they are to develop more ambitious EFA strategies, particularly with regards to teacher recruitment. However, donors' collective performance to date does not inspire such confidence. Sustained and predictable increases in future aid flows would be needed to supplement the resources available to recruit teachers construct classrooms and reach the marginalized. In this context, the unpredictability of aid flows is concerning: in 2007, less than half of scheduled aid arrived on time.

Furthermore, aid financing of education continues to be marked by limited support for teacher salaries (due to their recurrent nature), short-termism with typical commitment for periods of one to three years, and poor predictability generally.

Aid governance

The relationship between aid and governance is as complex as it is important. While cross-country studies have generally failed to establish significant, clear or consistent causal links between aid dependence and standards of governance, there is no doubt that aid is likely to work better in countries that are serious about tackling corruption and strengthening governance. Too much aid that could have been used to build classrooms, train teachers or stock health clinics has been wasted, stolen or ill-used.

Use of national public financial management systems is growing, but there is worrying evidence that many donors continue to operate outside these systems, thereby adding to transaction costs. Using national systems can help strengthen predictability by simplifying reporting.

The FTI initiative

The international multilateral framework for cooperation in education, the Report argues, needs to be strengthened through fundamental reform of the EFA Fast Track Initiative. The indicators of the FTI indicative framework give prominence to overall spending on primary education, average class size, average teacher salaries, spending on inputs other than teacher salaries, and the rate of repetition. Benchmarks for each indicator were established, based on World Bank research that identified countries making good progress towards universal primary completion. The benchmarks were intended to be adapted to country circumstances. Some observers believe the Indicative

Framework has created a consistent set of relevant and appropriate benchmarks that have been applied in a fashion consistent with the principles of country ownership. Others, however, have questioned the weak participation of developing countries and donors in designing the framework, and whether the indicators and benchmarks are appropriate, notably in areas such as teacher remuneration. They have gone on to argue that the Indicative Framework could be construed as a new form of policy conditionality. A particular concern voiced about FTI funding is the lack of provision for ongoing funding to cover the rising recurrent salary costs associated with increased teacher recruitment. Accelerated progress towards education for all requires a commitment by donors to provide predictable, long-term support (for instance, over five to ten years) including support for teacher salaries, which is not presently the case.

In regard to aid predictability, the FTI experience contrasts strongly with the international aid approach to health. While multilateral initiatives in international health are not without problems and the education sector is arguably different in some key respects, FTI reform could and should reflect the lessons learnt from global health initiatives.

Innovative financing and 2010 pledging conference

The 2010 EFA Global Monitoring Report proposes a certain number of initiatives with regard to the financing of EFA. While pointing out that the education sector has had limited success in tapping into new sources of innovative financing, it suggests that the picture could be starting to change as several new education initiatives have emerged recently, involving innovative private-public partnerships. The Report also calls for a small (0.4%) 'Better Future' levy on the commercial marketing revenue of the major European football leagues, with the 2010 World Cup providing a launch pad. The initiative could mobilize US\$48 million annually and finance quality education for around half a million children a year. The GMR goes on to propose that the United Nations should convene an emergency pledging conference in 2010 to mobilize the additional financing required and close the Education for All financing gap.

While the various suggested initiatives do not have, in the GMR 2010, a specific 'teacher focus', EFA partners find themselves challenged to reflect upon the ways and means, in which the new or innovative and predictable funding, if obtained, could be instrumental in addressing the teacher gap in EFA..

VII. Rising to the EFA challenge involves providing teachers for all

The EFA Global Monitoring Report formulates a set of policy suggestions and recommendations on how to "rise to the EFA challenge":

1. Set equity-based targets for all of the Education for All goals
2. Develop data collection systems with a focus on disaggregated statistics to identify marginalized groups and monitor their progress
3. Identify the drivers of marginalization for specific groups
4. Adopt an integrated policy approach that addresses interlocking causes of disadvantage, within education and beyond
5. Increase resource mobilization and strengthen equity in public spending
6. Honour aid donor commitments and convene an Education for All pledging conference
7. Improve aid effectiveness, with a strengthened focus on equity and conflict-affected countries
8. Strengthen the multilateral architecture for aid to education
9. Integrate provision by non-government organizations within national education systems
10. Expand the entitlements of the marginalized through political and social mobilization.

The concluding section of the Report particularly flags up the need for incentives for more equitable teacher deployment and the development of intercultural and bilingual education. It also underlines the risks that the financial crisis pose to teachers, undermining investment in teacher recruitment, classroom construction and the development of good learning environments

VIII. Conclusion

Teachers are at the forefront of the global effort for the realisation of each and every one of the EFA goals. They are key to achieving both quantitative and qualitative targets. The gap of 1.9 million new teacher posts required to achieve Universal Primary Education by 2015 and the daunting need for an additional 8.4 million primary teachers to replace existing teachers expected to retire or leave their posts before 2015, define the scope of the challenge of providing effective learning opportunities to all children in five years time.

The emphasis of the Report on reaching the marginalized adds new demands on teachers: they need to have the right behaviour, knowledge and skills to teach inclusively: disabled children, children of linguistic minorities, children of pastoralist communities, or children of war or disaster-affected regions in what are often the most poorly resourced schools and the most demanding settings at a stage of their career when they are often the least experienced.

Demands on governments, to recruit teachers with adequate profiles, provide relevant teacher training, and ensure rational and fair deployment of teachers are also as important as they are challenging.

Furthermore, in the context of the current economic and financial crisis, financing for teachers particularly needs to be safeguarded. This challenges both national governments and donors, to make of teacher recruitment, training and remuneration a priority and will require both an increase in aid and a radical change in aid management practices. In particular, provision for ongoing funding should cover the rising recurrent salary cost associated with increased teacher recruitment, and actual disbursement of committed aid should be predictable.

Given the current donor situation in education, the Report also highlights the importance of the FTI reform and the need to consider new ways of financing, and argues that the United Nations should convene an emergency pledging conference in 2010 to mobilize the additional financing required and close the Education for All financing gap.

The GMR 2010 both expressly and impliedly points to the 'teacher imperative' in financing the effort to reach out to the marginalised and ensure that EFA is indeed *for all* by 2015. It should spur EFA partners and the international community forward in the effort to ensure that on the one hand, all countries recruit and deploy teachers in required numbers and, on the other hand, that these teachers can provide learning for all. The International Task Force will make the best possible use of the GMR 2010 to mobilise support, to inform policy dialogue and more generally, as a guide to action in its 'Teachers for EFA' campaign.