Chapter 3

Strengthening the quality of teaching and school leadership in Chile

Teachers are the most important factor influencing student achievement. What is the best way to prepare them to face constantly evolving educational needs in an increasingly globalised world? Chile's new Education Law 20.903, which created the new System of Teacher Education and Professional Development (Sistema de Desarrollo Professional Docente), is an opportunity for Chile to support teachers to improve professionally and augment the impact they have on student learning. The following recommendations aim to provide guidance on ways to improve the new teacher education and professional development system and its implementation by: 1) engaging teachers in the reform process; 2) completing the review of the Good Teaching Framework and developing professional standards; 3) reviewing how initial teacher education and in-service training is delivered; 4) promoting and providing high-quality professional development opportunities for all teachers and school leaders, and; 5) developing a strong professional cadre of school leaders and principals.

The statistical data for Israel are supplied by and under the responsibility of the relevant Israeli authorities. The use of such data by the OECD is without prejudice to the status of the Golan Heights, East Jerusalem and Israeli settlements in the West Bank under the terms of international law.

Introduction

Teachers are the most important factor influencing student achievement. They have more direct impact on student learning than budgets, curricula, inspection and accountability systems, or governance. Among OECD countries, the large number of reforms promoted in recent years to help improve the teaching profession shows that countries are increasingly making teachers a priority (OECD, 2015a). The challenge shared by education systems within and beyond the OECD area is to find ways to better support teachers in a context that is continuously changing. Because of new technologies and a changing world, demands on teachers have become increasingly complex (Schleicher, 2016):

> Today's teachers need to prepare students for jobs that have not yet been created, to use technologies that have not yet been invented, and to solve social problems that have not arisen before. Teachers have to do more than transmit educational content: they have to cultivate students' ability to be creative, think critically, solve problems and make decisions; they have to help students work better together, by developing their ability to communicate and collaborate; they have to build students' capacity to recognise and exploit the potential of new technologies; and they have to nurture the character qualities that help people to live and work together. (Schleicher, 2016)

School leadership is also critical for improving student outcomes. Through formal and informal contributions, school leaders influence the motivations and capacities of teaching staff, as well as the school climate and environment. Expectations for schools and school leaders are currently increasing in order to adapt education systems to the needs of contemporary society (Pont, Nusche and Moorman, 2008).

Therefore, attracting, developing and retaining high-quality teacher and leadership workforces is critical for the future of schooling. The Chilean government should aim to develop universal policies that cater to the evolving nature of learning and of the teaching profession. Chile's schools should recruit highly qualified graduates, offer continuing professional development and ensure career advancement, as well as attractive working conditions and salaries (Schleicher, 2011).

In the lead-up to Chile's entry into the OECD in 2010, and in the years following, the Ministry of Education (MINEDUC) has worked with the OECD to identify and tackle issues affecting the quality of Chilean schools. These issues have included the important role of school leadership, the initial preparation and professional development of teachers, and opportunities for improvement through teacher evaluation and assessment. The 2004 OECD review of Chilean education, and other OECD work on the quality of teacher education and teaching practice in Chile carried out since then have studied teacher evaluation, teacher careers and, more recently, the effective use of school resources in Chile. Both the 2004 review and recent OECD work have found that Chile has taken significant action and made significant progress in reforming the education system (OECD 2004; Santiago et al., 2013; Toledo Figueroa and Wittenberg, 2014; Santiago et al., 2017). This process is ongoing.

This chapter provides comments and proposals in relation to the improvement of the quality of the teaching profession as a whole in Chile. The OECD recognises that Chile's teacher workforce, as in other countries, is highly differentiated. This means that teachers have different roles and different pay according to where they teach and the demands placed on them. The workforce is structured this way in order to address the specific needs of, for example, the education level taught (e.g. early childhood education, primary

education or even vocation and training), the characteristics of the student population (e.g. the share of students with special needs), or the school in which teachers work (e.g. size, location or socio-economic background). Because teachers have different roles, responsibilities, pay grades and needs, the government should tailor support to the multitude of teacher experiences. Therefore, the OECD strongly supports efforts to build and further develop a core national system of teacher professional development. The OECD also encourages the Ministry of Education to stay true to this framework while developing additional and more specialised approaches for different teaching experiences.

All teachers, regardless of the sector they work in, should have access to high-quality initial teacher preparation courses and practical training. Teachers should also have access to relevant, timely continuing professional development opportunities which have been developed and assessed against a nationally agreed-upon set of professional standards. All teachers should also expect to be assessed against this nationally agreed set of professional standards. These standards should underpin the national profession of teaching, and encourage and support career development. Service in the teaching profession should be conditional to some degree on teachers' abilities to conform to these standards.

The new System of Teacher Education and Professional Development (Sistema de Desarrollo Professional Docente) aims to give impetus and authority to the teacher quality agenda in Chile. It was implemented by the Education Law 20.903 (MINEDUC, 2016a) (see Box 3.1). The new system responds to many OECD recommendations, which is a positive development. It aims to build on previous initiatives developed and implemented over the last ten years to provide teachers with an integrated vision for the teaching profession in Chile.

The new System of Teacher Education and Professional Development clearly addresses many of the concerns expressed by the OECD. It offers more than its title implies, as the system provides an overarching framework with a plan for the next 10 years (2016-2026). The framework and plan aim to raise the quality of initial teacher preparation, improve coursework and better teaching practices, among other goals. The new system commits to developing and supporting teachers from entry in the profession to the end of their careers. It also commits to developing and supporting teachers through continued professional development. The system develops a career and new pay structure for teachers, and promises to increase the value of the role of teachers and the teaching profession in the community. Moreover, it promises to include teachers in the development of the future education system of Chile (see Box 3.1). The new system also incorporates early childhood teachers into the broader teacher system. Previously, early childhood teachers were not deemed a part of the system, and therefore they did not have the opportunity to partake in professional development or support. Further discussion on early childhood can be found in Chapter 2.

In some ways, the recommendations delineated in this review come a little early, as the review is being written at the same time as some of Chile's planned reforms are being developed and announced. It is expected that it will take some time for these reforms to be fully implemented. Despite this fact, the OECD review may in fact be helpful in providing some guidance and commentary on the implementation of the most recent reforms identified.

This chapter therefore acknowledges the changes being made by the Chilean government, and notes some possible gaps or areas which might still require attention after publication of this review. This chapter identifies specific ways in which those

changes might be supported and achieved for the benefit of all. Finally, it seeks to encourage continued commitment to the pursuit of enhanced quality of teaching in Chilean schools.

Box 3.1. The New System of Teacher Education and Professional Development (Sistema de Desarrollo Profesional Docente)

General objectives:

The general objectives of the new System of Teacher Education and Professional Development are:

- to dignify the teaching profession, support teacher practices and enhance their value and important role in society for the generations to come
- to contribute to the construction of an inclusive system where quality education is a right for everyone.

Specific objectives:

The specific objectives of the new System of Teacher Education and Professional Development are:

- to promote and guarantee the quality of initial teacher training
- to strengthen the teaching profession
- to support teachers throughout their entire careers
- to generate a new model of in-service teacher training
- to promote collaboration in the system and the development of learning communities at all levels.

Source: MINEDUC (2016a), "El CPEIP en la Reforma Educacional: Políticas y ámbitos de acción" [The CPEIP in Educational Reform: Policies and areas of action], Centre for Improvement, Experimentation and Pedagogical Research (CPEIP), Ministry of Education of Chile, Santiago.

The key question addressed in this chapter is, how can Chile consolidate the teaching and school leadership professions so they can better promote student learning and are seen as high-status professions in Chile? The description and analysis below considers the situation at the time of the visit to Chile by the OECD review team in March and April 2016. The review acknowledges, when possible major, related education policy developments which may have taken place after this visit.

Strengths and challenges

The Chilean teaching and school leadership systems have several strengths.

Strengths

Chile's vision aims to combine continuity and improvement of policies.

Over the period 2004 to 2014 there have been a number of initiatives that support the improvement of the quality of education in Chilean schools. These initiatives include the introduction of the Good Teaching Framework, (Marco para la Buena Enseñanza) (MINEDUC, 2003), the Good School Leadership Framework (Marco para la Buena Dirección) (MINEDUC, 2005), the creation of the National Council of Education (CNED, 2012) and the Agency for Quality Education (Agencia de Calidad de la Educación, 2011), and, earlier, of the System for Teacher Performance Evaluation (Sistema de Evaluación del Desempeño Profesional Docente, 2003).

The new System of Teacher Education and Professional Development goes beyond the structural reforms implemented to date, aiming to bring together and build on the initiatives developed and implemented over the last ten years. This effort to capitalise on present and previous efforts to promote an organised view of improvement can be of great value to the implementation of the new System of Teacher Education and Professional Development

A larger share of Chilean teachers reported in TALIS that they are satisfied with their jobs.

The great majority of Chilean teachers (94.6%) reported on the OECD Teaching and Learning International Survey (TALIS)[1] that they were satisfied with their jobs. A majority of Chilean teachers (78.9%) also reported that the advantages of being a teacher clearly outweighed the disadvantages. 83.8% said they would still choose to work as a teacher if they had to decide again. These rates are above TALIS' averages (OECD, 2014). About 13.9% of Chilean teachers reported regretting that they had decided to become a teacher. This proportion is slightly above the average of 9.5% of teachers in TALIS who said they regretted joining the profession (OECD, 2014).

A majority of teachers follow initial teacher preparation programmes.

TALIS 2013 used the International Standard of Education of 1997 (ISCED-97) to define the education levels attained by the principals and teachers surveyed. This ISCED classification defined tertiary-type A education as ISCED level 5A and tertiary-type B education as ISCED level 5B. According to this classification, tertiary-type A education programmes (ISCED 5A) are largely theory-based, but are not exclusively offered at universities. They aim to provide sufficient qualifications for entry to advanced research programmes and professions with high skill requirements. These programmes have a minimal cumulative theoretical duration of three years, although they typically last four or more years. Tertiary-type B education programmes (ISCED 5B), in contrast, are typically shorter than tertiary-type A programmes (with a minimum duration of two years full-time equivalent at the tertiary level). Although tertiary-type B programmes may include theoretical foundations, they focus on practical, technical or occupational skills for direct entry into the labour market (OECD, 2014 and 2012).

A large majority of teachers at lower secondary level in Chile (81.1%) reported having a university-level degree (ISCED 5A) as their highest level of formal education completed, while 17.9% reported having completed a teacher education or training programme type ISCED 5B. These figures place Chile behind its peers for university-level degrees. On TALIS, 89.5% of teachers on average report having a university degree as their highest level of education, while only 7.1% report attaining an ISCED level 5B diploma. That said, Chile's proportion of well-educated teachers remains high, with only 0.5% of teachers surveyed with a qualification below ISCED level 5 (OECD, 2014).

School leadership in Chile has been the object of reforms to improve its quality.

The Chilean government has prioritised efforts to strengthen school leadership in recent years. The Teacher's Code has required that school principals in municipal schools be hired through a public competition, and have teacher qualifications and at least five years of teaching experience, as well as some training in school administration (Santiago et al., 2013). The selection system for principals was modified in 2011 under the Quality

and Equality of Education Law. The modifications required that principals be hired through a competitive examination akin to that used for Chile's High Public Service (Santiago et al., 2013). The new law also changed requirements for school principals around training and experience, strengthening training requirements and somewhat relaxing experience requisites.

Challenges

Chile also faces challenges to its efforts to strengthen teaching and school leadership.

Chile has an ageing teaching force, which can be an opportunity.

The promotion of teaching as a valued role within the community will not just benefit teachers already in the system; it will benefit Chile's future. Chile needs more teachers, and needs to attract high-quality candidates to the profession.

Chile, like other countries, faces an ageing workforce. There is high demand for more teachers and younger teachers in Chile. TALIS (2013) reports that the typical teacher in lower secondary education in Chile is a 41-year-old woman. This typical teacher reports having 15 years of teaching experience, and having completed teacher education or a training programme. While the typical teacher in Chile is female, the proportion of women to men in the teacher workforce is below the TALIS average (62.8% of teachers in Chile are female, in comparison to the TALIS average of 68.1%) School leaders in Chile are ageing as well. Lower secondary principals have, on average, 25 years of experience working as a teacher and 11 years of experience as a principal. These figures are higher than the TALIS averages of 21 teaching years and 9 years as a principal. Chile had more than double the average proportion of principals above the age of 60 among TALIS countries in 2013. 30.2% of principals in Chile were 60-years-old or older, versus 15% of principals on average among TALIS countries.

This high age range of teachers and school principals may pose potential challenges for teacher renewal at schools in the coming years, as Chile will face a wave of retirements. At the same time, this generational shift offers an opportunity. With a new generation of teachers and school leaders, Chilean education authorities have the chance to define new systems and strategies to prepare and support teachers facing the new demands of education today. The Chilean government should consider the following: 1) national and internal evidence of good teaching and school leadership practices; 2) the knowledge and experience of the current teaching staff; and; 3) a vision of where the education system should be in the coming years.

From the perspective of society, the status of the teaching profession appears currently low.

The status and social recognition that teachers receive from Chilean society could be improved. Evidence shows a low public esteem for the teaching profession in Chile. One 2011 opinion poll found only 47% of respondents felt teachers should be proud of their profession, while in a survey of upper secondary students, 66% of respondents declared

that teaching was the career with the lowest social standing (MINEDUC, 2017a). A study from 2010 (Ávalos and Sevilla, 2010) found 80% of teachers reporting that social recognition of their profession was medium to low. Just 33.6% of Chilean teachers reported feeling that their profession was valued by society, according to TALIS (MINEDUC, 2017a; OECD, 2014).

There is a perception of a lack of qualified teachers to deliver instruction.

In national survey results published in 2014, Chilean principals reported a lack of qualified teachers as hindering the quality of school instruction. Just 63% of school principals at public municipal schools reported believing that their teachers were very well-or well-prepared to teach, compared with 71% at government-dependent private schools and 95% at government-independent private schools (Weinstein and Hernández, 2014). School principals ranked "strengthening teachers' initial education" as the most important factor in improving education quality (Weinstein and Hernández, 2014). Challenges in teacher quality preparedness appear to be more acute in public municipal schools, rural schools and schools with a large population of disadvantaged students (Santiago et al., 2013; 2014).

Chilean teachers also participate less in continuous professional development activities, according to self-reports.

In Chile, once teachers begin teaching in the classroom, they do not need to satisfy specific requirements to stay in the profession. Chilean teachers do not need to satisfy requisites for registration as teaching professionals or probation processes, and comparatively few engage in ongoing professional development activities.

New teachers generally do not benefit either from formal induction processes (i.e. organised arrangements for supporting and monitoring teachers at the start of their careers). Principals report that 60% of lower secondary education teachers attend schools where there are no formal induction programmes; the TALIS average is 34.2%. Only 64% of lower secondary education teachers in Chile participate in informal induction activities. The TALIS average is 76.5% (OECD, 2014). Chilean lower secondary school principals report that 74.3% of teachers work at schools where there is no access to a mentoring system for teachers. This is the highest figure in TALIS, where the average is just 25.8% (OECD, 2014).

Additionally, Chilean teachers reported participating in professional development activities in the 12 months prior to TALIS 2013 at much lower rates than the TALIS average. 72% of Chilean teachers at both public and private schools reported participating in professional development during that period, as compared to 89% of public school teachers and 86% of private school teachers on average in TALIS. Chilean teachers currently decide with full autonomy whether they want to participate in professional development, a practice that is less common among OECD countries (OECD, 2014).

Chilean teachers who report having participated in formal induction programmes are 2.5 times more likely to participate in three or more different types of professional development activities. This figure is higher than in any other TALIS country. Three-quarters of teachers identified the cost and the lack of incentives as barriers to participating in professional development, compared with respective TALIS averages of

44% for high cost of professional development activities and 48% for lack of incentives to participate in professional development activities (OECD, 2014).

School leadership in Chile has been seen as an "end of career" position.

Serving as a principal in Chile generally represents the final stage in a teacher's career, hence its regulation under the Teacher's Code has offered limited possibilities for further advancement (MINEDUC, 2017a).

Chile had the second highest proportion of principals in TALIS (25%) who reported ISCED 5B level programmes as their highest level of education. The TALIS average for principals reporting ISCED 5B level programmes as their highest level of education was just 3.9%. 92% of principals among TALIS participating countries reported having completed longer ISCED 5A programmes (OECD, 2014). Yet, a higher proportion of Chilean lower secondary education principals said they had completed training, programmes or courses on instructional leadership, school administration, principal or teacher training and education than the TALIS average (OECD, 2014). Other data indicate that the large majority (95%) of school principals in Chile had an education degree in 2014. According to the same data, different shares of school principals had a specialisation in school administration, management or leadership depending on the type of school they worked in (83% of public municipal school principals, 75% of government-dependent private school principals and 62% of government-independent private schools) (MINEDUC, 2017a; Weinstein and Hernández, 2014).

As of 2010, Chile's higher education institutions (IPs and universities) offered 78 different training programmes for school principals and leadership teams of at least one year (MINEDUC, 2017a). These programmes are highly inconsistent in terms of quality due in large part to a lack of state regulation. Many of these programmes often promote very traditional methodologies with significant weaknesses in the area of pedagogical leadership (MINEDUC, 2017a). Few of these programmes are adapted to serve teachers interested in applying for leadership posts (MINEDUC, 2017a).

In terms of ongoing participation in professional development, 23.5% of lower secondary principals in Chile reported that they did not participate in any professional development in the preceding 12 months, over double the TALIS average of 9.5% (OECD, 2014). A high proportion of school leaders said a lack of incentives was a barrier to participating in professional development in Chile (58.9% of Chilean school leaders named incentives, compared to the 35.4% TALIS average). High proportions of Chilean school leaders also said professional development was too expensive (53.7%, compared to the TALIS average of 29.9%), and conflicted with the work schedule (50.7%, compared to the TALIS average of 43.1%) (OECD, 2014).

Schools operate at different levels of autonomy and capacities.

OECD evidence suggests that institutional autonomy can translate into better performance, as well as better capacity to meet student needs (OECD, 2013) in certain specific contexts. These include contexts where school capacity exists (through good teachers, school leaders and positive learning environments), and adequate accountability mechanisms are implemented (through evaluation and assessment practices).

In principle, it would appear that the structure of Chile's education system would make schools relatively autonomous. PISA 2015 does indicate that Chilean schools have

more autonomy in general compared to the OECD average, as measured by an index of school autonomy derived from the PISA survey of school principals (OECD, 2013). However, Chile had some of the greatest variability among OECD countries in this autonomy index (OECD, 2013). The most socio-economically advantaged schools, private schools, city schools and upper secondary schools report above average autonomy, while lower secondary schools, public municipal schools and rural schools reported below-average autonomy (OECD, 2013).

The autonomy of a Chilean school is not only based on the relationship of the school to the Ministry of Education, but also to the school's *sostenedor*, which holds an intermediary role relative to MINEDUC. The vast majority of Chile's 4 934 private *sostenedores* administer just one school, while 73% of the 584 that administer more than one school administer just two, which could explain why so much decision power is concentrated at the school level in the private sector. In contrast, the median public municipality administers 13 schools. These figures tell a different story as well. Because private school administrators tend to administer very few schools, there is less contact and collaboration among administrators of different schools. This in turn also increases segmentation in the education system. Chile has the highest proportion of principals (18%) in TALIS who report never or rarely collaborating with principals in other schools (OECD, 2014).

International evidence on regional and territorial governance identifies poor capacity and co-ordination across governance levels as structural challenges contributing to regional and territorial inequities (OECD, 2015b) in Chile. From the school perspective, a majority of school principals (from public and private schools) in a 2014 poll reported that they did not perceive municipalities as contributing to improving the education system (Weinstein and Hernández, 2014). For MINEDUC, municipal management brings the challenge of co-ordinating 346 municipalities that are all autonomous and heterogeneous, with mayors that may have misaligned perspectives on quality and equity in education or political motives (see Chapter 2). Municipal operation of schools also generates inequities, as municipalities differ in terms of capacity to provide education and social programmes, and also differ, notably, in terms of fiscal resources. Revenue per capita of the richest 10% of municipalities in Chile is more than twice as high as revenue per capita of the poorest 10%, even after fiscal equalisation. This is because property taxes are municipalities' primary revenue source and property values are generally lower in poorer areas (Toledo Figueroa and Wittenberg, 2014).

The OECD review team formed the impression, based on different discussions with stakeholders in Chile and previous study of the system, that the very real challenges of social and economic divisions in the community are reflected in the capacities and quality of the schools themselves. Teachers spoke of the different expectations and teaching experiences in the public municipal schools versus the private ones. The government-independent private schools and, until recently, the government-dependent private schools, seem to have been able to provide better-quality learning environments than public municipal schools. Government-independent private schools and government-dependent private schools have also attracted students who have wealthier parents and homes. In contrast, some public municipal schools have been overwhelmed by enrolments of large numbers of students from less privileged and vulnerable backgrounds. These schools have also struggled to provide adequate support to disadvantaged students with special needs. These conditions challenge teachers, who feel they need more preparation and support. As a result, some teachers are more easily attracted to the private sector.

As discussed in Chapter 2, the new funding arrangements promoted through the Inclusion Law may lead to changes in the student population at schools. These changes are an opportunity to reflect on how teachers and school leaders at all school types can improve their practices to cater to significant and diverse student needs.

Recommendation 3.1

Promote the role of the teacher and the profession of teaching as key to the future of Chile, and actively include teachers in the ongoing process of education reform.

Summary

Urgent action must be taken to improve the status of teachers in Chile in schools and in the community more broadly. Teachers play an important role in the lives of young people around the globe. Teachers are vital to student skills development, student preparation for future employment and active participation in the community. Chile needs good teachers. The government must make stronger efforts to support and develop the profession of teaching, as well as to promote teaching as an attractive career path. Teachers must be encouraged to participate in the education reform process.

Context

The new System of Teacher Education and Professional Development commits to developing and supporting teachers throughout their careers. It seeks to "dignify the teaching profession, support their practice and enhance their value and important role in society for the generations to come" (MINEDUC, 2016a). This new system aims to give teachers and those who aspire to be teachers the opportunity to demonstrate their commitment to teaching. The funding package will require teachers to take an active role in both their own professional development and the development of their school and educational communities.

The OECD views the new System of Teacher Education and Professional Development as an opportunity to make a significant difference in the quality of teaching and therefore schooling in Chile. The focus on teacher preparation and professional development together with the link to salary and career progression are important to important to strengthen teaching as a profession in Chile. As such, the new system can foster pride in teaching as a profession, and recognition of the value of teaching.

However, the implementation of the new system will need to be carefully managed. There will be supporters and detractors, enthusiasm and possible cynicism. The implementation of the broader school reforms has provoked notable tensions. As this report was being prepared, a climate of angst with regards to the reforms pervaded the political environment in Chile. The implications of this set of reforms for school owners, the municipal authorities, the schools and teachers themselves, mean that these reforms cannot be imposed by administrative or management practice. The system itself must be a central feature of the profession of teaching.

The OECD believes that teachers, who are the backbone of the school system, could be included further in the development and implementation of the educational changes sought in Chile as a part of the strategic process explained in Chapter 2. When

interviewed by the OECD review team, some Chilean teachers expressed the view that "change was being done to them". At the same time, they said that they would welcome the opportunity to be a part of the process. These same teachers talked passionately about their students, their present life conditions, their schooling, their opportunities and their futures. Incorporating them into the strategic process would benefit both the process and the teachers themselves.

It was a pleasure to witness real-life examples of educational success in Chile's schools. The OECD review team watched a member of a school leadership team re-connect with a former student who clearly recognised the impact the school had on his ability to get a job. The school leader was clearly pleased to see the former student's success, despite earlier difficult life circumstances.

Evidence shows that teachers tend to report feeling proud of their profession, while they believe society tends to value it less. TALIS 2013 findings show that more than 95% of teachers in Chile reported overall satisfaction with their jobs, yet only 34% of them believed that teaching was a profession valued by society.

Asking teachers in Chile what would make them feel more valued elicited a common range of replies including: more respectful and positive relationships with governing and administrative bodies, parents and society generally; more information about the reform agenda at the school and teacher level; less administrative burden and more time for teaching and classroom preparation; greater opportunities for professional development, both formal and informal; more support for the challenges arising in the school environment, for example, socio-economic family circumstances stemming from cultural differences, unemployment, drugs and violence; and better pay and conditions.

International evidence

A statement from ILO/UNESCO points that, "Teaching should be regarded as a profession: it is a form of public service which requires of teachers expert knowledge and specialised skills, acquired and maintained through rigorous and continuing study; it calls also for a sense of personal and corporate responsibility for the education and welfare of the pupils in their charge" (ILO and UNESCO, 1966).

Young people need to be motivated to become teachers. Their own experiences of teachers in school inform their career choices. Chile's Centre for Improvement, Experimentation and Pedagogical Research (CPEIP) has indicated that it would be looking to develop and run an appropriate recruitment campaign in the media. This is a good step, but the OECD believes that a more holistic communication strategy is required. Such a strategy would also encourage public respect for the profession of teaching and recognition of the value of teachers. Furthermore, it would communicate to society what teaching in Chile is about, and why it is important. All stakeholders, the Ministry of Education, CPEIP, teachers themselves and the community would need to contribute to the planning and implementation of such a strategy. The Ministry of Education would also need to recruit strong public support for it from all levels of government.

In its annual drive for the recruitment of teachers, the government of the **United Kingdom** embarked on a strong media campaign: "Get into Teaching - Your Future; Their Future" (October 2015). This type of campaign could serve as a good model for Chile. The campaign highlighted the experiences of some of the top teachers in the United Kingdom, who explained why teaching is an attractive career option.

One of top teacher put it thusly: "The job satisfaction that comes with teaching is hard to beat. It gives you the chance to inspire the next generation and make a lasting difference to young people's development. It's also a career that's full of opportunities for you to discover and hone a range of new skills. As a teacher, you'll learn to be a brilliant mentor, manager and consultant".

As a part of making the profession more attractive, the Chilean government should focus on building capacity, ensuring open dialogue, and engaging teachers as stakeholders. In order to do this, the government should develop mechanisms that include teachers along with other relevant stakeholders and voices normally involved in governance processes. As education authorities implement regular monitoring mechanisms, voices beyond the most vocal or technologically savvy should also be incorporated. Building the capacity of stakeholders, such as teachers, to assume their roles and responsibilities also involves fostering adequate knowledge of educational policy goals and consequences. It also requires that stakeholders feel ownership of the process, and a willingness to make change and implement the reform (Burns and Köster, 2016) (see also Chapter 2).

Indeed, evidence shows that involving teachers in reforms can bring other benefits to the profession. In almost all countries and economies participating in the TALIS study, the extent to which teachers report that they can participate in decision-making processes has a strong positive association with their likelihood of reporting that they perceive teaching as a valued profession in society (Schleicher, 2016).

Countries have put in place different types of educational consultative mechanisms and policy-making bodies to engage with stakeholders. General consultation processes through targeted consultations are useful to "help stakeholders engage, own and commit to policies, understand unintended consequences of a policy and better shape implementation" (Schleicher, 2016). Many countries have also implemented teaching councils. Teaching councils serve as a forum for policy development in which teachers and other stakeholders participate. They also serve as a mechanism for setting standards and improving quality during the different stages of teachers' professional pathways. For example, among other functions, the Teaching Council in **Ireland** establishes procedures for exchanging information with teachers, organisations involved in education and the public (Schleicher, 2016).

Body of the recommendation

To help strengthen the attractiveness of the profession, Chile needs to transmit a clear vision to teachers and also to society of what teaching entails and why it is important for Chile's future. Teachers and school leaders should have a say in the future of their professions. They should also be able to contribute their opinions regarding teacher and school-leader preparation, their continuing careers and the standards against which they expect to be assessed. Professional teachers should have a voice and be given the opportunity to contribute to the development of curriculum and teaching tools. They should be able to share their professional expertise and knowledge with educational authorities for the benefit of students. The new system proposed by CPEIP appears to offer this type of partnership through collaboration (see also Santiago et al., 2017).

While communication campaigns are useful mechanisms for fostering dialogue with teachers on how to improve the profession, there are other more collaborative methods for creating exchange. Teachers, other related stakeholders and the government can

engage through collaborative, targeted and evidence-based exchanges at different moments of decision-making. These exchanges can be organised based on participants' roles, different levels of responsibilities and capacities. To make these meetings more productive, and to avoid creating unnecessary overload for teachers, these collaborative exchanges need to be:

- Situated clearly in the context of a national vision (see Recommendation 2.1), and targeted to specific objectives related to it.
- Evidence-based, both in terms of research findings and everyday experiences of teachers at schools.
- Considerate of different school contexts, roles, teacher career stages and capacities in the profession. The Ministry of Education should seek feedback accordingly, making decisions that take into account the views of those best situated to participate in each specific exchange.

Recommendation 3.2

Complete the review of the Good Teaching Framework and develop professional standards that will define the new teacher career structure and meet expectations for a high-quality teacher workforce in Chile.

Summary

While implementing the new System for Teacher Education and Professional Development, CPEIP should ensure that ongoing reviews of the Good Teaching Framework at the time of drafting this report are concerned with evaluating whether it remains relevant and current. CPEIP should assess whether the Good Teaching Framework can stand alone in supporting the development of a high-quality teacher workforce in Chile, or whether a coherent, aligned set of professional standards is required to better support: the new teacher career structure, the expectations of professional development, teacher evaluation and the education standards expected of initial teacher education programmes and the teaching profession itself.

Context

In the past, in examining the challenges for Chile in reforming its education system, the OECD noted that "Chile can strengthen the teaching profession by better defining what teachers can expect as professionals throughout their careers and providing adequate conditions that allow and motivate teachers to improve" (Toledo Figueroa and Wittenberg, 2014).

The new System for Teacher Education and Professional Development sets a broad framework for teacher training and teacher development (see Box 3.1). It provides a timely opportunity to review the Good Teaching Framework in the context of the new strategy to enhance teacher quality and teacher education in Chile. This is an opportunity for the teaching profession to become more clearly defined, and for Chile's government to envision what a high-quality teaching workforce should look like in the context of the country's future education system. It is also an opportunity to determine what this vision means for teachers as they evolve in their careers.

The Good Teaching Framework

In 2003, the Good Teaching Framework (Marco para la Buena Enseñanza, 2003*)* outlined a set of standards expected of a good teacher in Chile at the time. The Ministry of Education began conducting a revision and consultation process of this framework in 2016. The framework sets out criteria best practices for teachers in four domains: preparation for teaching, creation of an environment favouring the learning process, teaching that allows the learning process of all students and professional development. The framework delineates four elements of teacher appraisal: portfolio, self-assessment guidelines, interview by a peer evaluator and a third-party reference report. The framework also describes expectations based on each criteria that teachers should fulfil (Annex 3.A).

The Good Teaching Framework has provided a good basis and frame of reference for teachers in Chile regarding what is expected of them. That said, it may now be time to complete the review of the framework to reflect the changing nature of teaching, the greater use of technology, and the challenging demands of teachers in the school and the community (see also Santiago et al., 2017).

The OECD review carried out in 2013 proposed that the Good Teaching Framework could benefit from some adjustments in terms of level of detail and alignment of criteria (see Santiago et al., 2013). The OECD also commented then that the Good Teaching Framework did not feature in all initial teacher education programmes, nor was it commonly used in schools to underpin professional discussion.

In its original form, the framework alone is not enough to promote teacher improvement as a continuous process. It can inform teachers of expectations of their performance, and aims to do this based on different types of evidence. That said, the framework does not inform or provide a career structure, or a structure for professional development or renewal.

Clarifying the teaching career in Chile

Chile had not established a clear career structure for teachers. Progression to advanced teacher, principal or school leadership has been based on years of experience. Many teachers have stayed at the same level throughout their careers.

The new reforms tackle some of these missing elements. A new explicit career structure for teachers in Chile is set out in the new System for Teacher Education and Professional Development. It comprises three required levels of initial, early and advanced teaching and two voluntary levels, called Expert Level 1 and Expert Level 2. Teachers will be able to progress through the five levels, each of which demonstrates progressive professional development and experience achieved through a system of recognition of teacher professional development. Progression to the next level will mean the possibility of assuming new responsibilities and receiving a higher salary.

It will be crucial for the objectives and criteria of the Good Teaching Framework to be complementary to and supportive of the proposals delineated in the new teacher career structure. It is also vital that the Good Teaching Framework complement and support the principles of strengthened teacher preparation and continuing professional development set out in the new System of Teacher Education and Professional Development. The coexistence of these two structures is essential.

International evidence

The development and implementation of professional standards can be a useful framework for professional discussion among policy makers, teachers, school leaders, teacher educators, teacher organisations, professional associations and members of the public.

Professional standards for teachers make explicit the expectations of what a teacher does and is expected to do. They can provide systemic coherence and consolidate the vision of what the country considers to be a good teacher. Professional standards describe a common set of competencies that good teachers are expected to have or develop throughout their careers. They are an opportunity for members of the profession to link research and practice further, building a collegial understanding of long-term goals, means and accountability based in practice. Furthermore, this shared understanding of what constitutes a good teacher can help to better align classrooms, schools and system-level organisations, while providing the necessary resources to teachers to better support student learning (OECD, 2010; Kleinhenz and Ingvarson, 2007; Toledo Figueroa, Révai and Guerriero, 2017). In addition, professional standards are an expression of what a profession stands for – its objectives, its expectations of members in meeting those objectives, the career path and the level of commitment members of the profession make to the community they serve.

Some countries and economies, like **Australia** and **Scotland** (UK), for example, have sought to link professional standards to career progression. The Australian Institute for Teaching and School Leadership's (AITSL) National Professional Standards for Teachers describe what is expected of teachers across the four career stages: Graduate, Proficient, Highly Accomplished and Lead (AITSL, 2016). The General Teaching Council for Scotland (GTC, 2012) goes further. The GTC has developed an overarching career-long standard or nest of standards which regulate the career path from provisional registration as a teacher to full registration, career-long professional learning, middle leadership and then full school leadership (see Box 3.2).

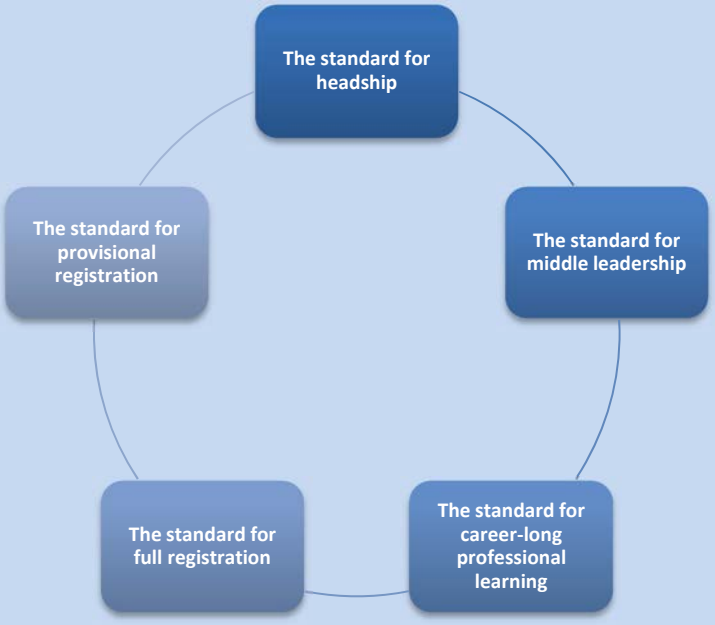
In addition, Australia, Singapore and New Zealand have drawn up a companion set or integrated collection of documents and instruments that use standards in an interconnected way to outline the public face of the profession, to enhance the provision and quality of initial teacher education courses, to inform career pathways and professional development, and to support teacher assessment and evaluation.

Australia's AITSL also provides teachers with a suite of standards and principles together with related examples of good practices and supporting resources to achieve a high-quality teacher workforce. Some examples of these resources are: the Australian Professional Standards for Teachers; the Australian Professional Standard for Principals; the Accreditation of Initial Teacher Education Programs Australia: Standards and Procedures; Australian Teaching Practice and Development Framework; and the Australia Charter for the Professional Learning of Teachers and School Leaders (AITSL, 2016).

The Chilean government could use some of these standards and resources as relevant examples to prepare an integrated system of support of its own. In crafting these standards, the government should define what the objectives are for teachers at different points of their careers, how teachers can achieve these objectives and why they should do so.

Box 3.2. The Standard of Scotland (UK) for Career-Long Professional Learning: Supporting the development of teacher professional learning (December 2012)

Scotland's Standard for Career-Long Professional Learning describes the advanced professional knowledge and pedagogical expertise that registered teachers should develop and maintain as they continue to progress as educators. The standard provides an opportunity for teachers to progress, enrich, develop and enhance their practice, expertise, knowledge, skills and professional values. It aims to support teachers as they develop as reflective, accomplished and enquiring professionals who are able to engage with the complexities of teaching and learning, the changing contemporary world of their learners, and the world beyond the profession and its institutions, in order to enhance learning experiences for all learners.



Source: GTC (2012), *The Standard for Career-Long Professional Learning: Supporting the development of teacher professional learning,* The General Teaching Council for Scotland, www.gtcs.org.uk/web/FILES/the-standards/standard-for-career-long-professional-learning-1212.pdf (accessed 28 August 2017).

Body of the recommendation

National professional standards can define a career path and the expectations at each stage (for example, at starting, mid-career or senior teacher stages). National professional standards can also provide a benchmark for personal ambitions and self-assessment, as well as a transparent benchmark for evaluation. They can also provide a framework for professional development opportunities.

Chile may want to give some thought to developing level standards which support the new career structure set out by the new System for Teacher Education and Professional Development. Such level standards could delineate expectations for each of the five

proposed educator levels. They could also introduce transparent expectations of what is expected at each level, and what is required to ascend to the next one. New standards would help establish not only a framework for increased salary for teachers, but also a ladder for professional development, informed evaluation and career opportunities. These standards would need to align with the Good Teaching Framework.

Additionally, in moving towards implementation of the new System for Teacher Education and Professional Development, MINEDUC may want to give further consideration to more detailed sets of supporting principles and structures required to achieve the desired outcomes. MINEDUC may also want to think about how the various component parts might interact. The ministry will need to carefully consider:

- What a good teacher looks like in Chile, and what sort of teacher Chile wants for the future. The ministry will also have to define what is expected of teachers in their practice in the classroom and in the development of their professional knowledge.
- The qualities it wants future educators to have and their preparation to enter the teaching workforce.
- How it can support first-time teachers to succeed, grow and stay in the profession.
- The professional development needs of the workforce already in place, a workforce which has not had regular or informed access to high-quality professional development opportunities.
- Who will lead and shape the teacher workforce.
- How to work on the profession together with other stakeholders, students, parents, universities and teacher education providers, municipal authorities, school owners, and business and industry.

Recommendation 3.3

Review how initial teacher education and in-service training is delivered to ensure a nationally consistent, high-quality teacher workforce.

Summary

To help new teachers succeed in the profession, the Chilean government needs to review the provision of initial teacher education programmes through university education faculties and other providers. The government needs to ensure that these programmes closely align and are consistent with the Good Teaching Framework and any national professional teaching standards. It also needs to ensure that these programmes deliver a high-quality and well-prepared teacher workforce. Professors at institutions that grant teaching certificates should be required to have closer contact with schools, and to support and mentor their teacher trainees in their teaching practice and first year of schooling. Institutions that teach educators should also be asked to regularly revise their programmes to make them current and relevant to the schools their graduates work in, and to reflect national education priorities.

Context

The Chilean government has taken numerous steps to strengthen initial and ongoing teacher training, which is also a priority under its National Teaching Plan. In 2008 the government launched its Programme to Promote the Quality of Initial Teacher Training (Programa de Fomento de la Calidad de la Formacion Inicial Docente, PFID). The programme set standards for initial teacher training, created a fund to encourage institutions to improve their programmes, supported job placements for new teachers with stronger induction processes and assessed the qualifications of trained teachers to help them improve their skills (MINEDUC, 2016a).

However, teachers interviewed by the OECD review team indicated that they generally felt their initial teacher education programmes prepared them for teaching, but did not prepare them for the realities of the classroom or the challenges of teaching students from diverse socio-economic backgrounds. These testimonies aligned with the national and international evidence mentioned earlier in this chapter of teacher and school principal perceptions of Chilean teacher preparedness. It was also the impression of the OECD review team that the contents and modalities of the preparation offered in universities was sometimes outdated and could benefit from a closer revision of relevance and quality.

In aiming to strengthen the teaching profession, the new System for Teacher Education and Professional Development commits to promoting and guaranteeing the quality of initial teacher education. It also commits to generating a new model of in-service teacher training.

These commitments will be most relevant to new and aspiring teachers. That said, such commitments are also likely to be welcomed by current teachers and school leaders who have themselves graduated from initial teacher education training programmes and have felt vulnerable or ill-prepared to enter the classroom.

Attracting good candidates to the profession

Historically, teaching in Chile has not been a highly competitive profession. In order to become a teacher, candidates have not always needed to attain high scores on the PSU university entrance exam. Lax standards for teachers thwart the hopes of parents, students and Chilean society. Parents in Chile want to give their children the best opportunity for success in life. The government wants to ensure Chilean children acquire the skills that will allow them to fulfil the needs of the Chilean economy in the future. None of this is possible without good teachers. In order to achieve these goals, teaching needs to be seen as a prestigious and selective profession.

Until now, entry into teacher training in Chile has not involved selective requirements. Prospective teachers need only demonstrate a secondary school diploma and a certain grade point average. On average, teacher training candidates obtain low scores on the PSU university selection test (Santiago et al., 2013).

The new System of Teacher Education and Professional Development for Chile, however, imposes new requirements. The new system requires students wishing to enter teacher education programmes in 2017 to: 1) have scores of 500 points on the PSU university selection test or; 2) be in the top 30% of students seeking entry to universities or; 3) have had access to a MINEDUC-approved higher education programme. The Ministry of Education has also proposed to raise the bar of entry over the next six years (see Table 3.1).

Table 3.1. Entrance into initial teacher education programmes

Year	Ranking of university selection test (Prueba de Selección Universitaria, PSU) OR	Ranking of eligible students seeking entry into university OR	Ranking plus PSU points OR	Have achieved access to higher education recognised by MINEDUC
2017	500	Top 30%		X
2020	550	Top 20%	Top 40% with 500 points	X
2023	550	Top 10%	Top 30% with 500 points	X

Source: MINEDUC (2016a), "El CPEIP en la Reforma Educacional: Políticas y ámbitos de acción" [The CPEIP in Educational Reform: Policies and areas of action], Centre for Improvement, Experimentation and Pedagogical Research (CPEIP), Ministry of Education of Chile, Santiago.

Provision of initial teacher education

The 1991 Teacher's Code of Education Professionals, which governs the training and selection of teachers in the municipal sector, initially established that higher education institutions were responsible for the training of education professionals. A 2014 decree of the Comptroller's General Office, however, specified that only universities can fulfil this role (MINEDUC, 2017a). Still, 14 professional institutes, 23 CRUCH universities (16 state and eight private institutions) and 32 private universities offered 1 256 programmes in the teaching area in 2015. In fact, from 2000-2008, the number of institutions offering teacher training grew by 53.8% in Chile. In addition, the number of programmes increased by 196%, with most of this growth taking place at private universities. In 2015, little more than half (51%) of teacher training programmes were duly accredited (MINEDUC, 2017a).

Universities that deliver teacher education programmes determine whether or not they want to provide teaching experience (supervised or guided) to their students. This means that initial training for many future teachers may not include practical experience. Chile was one of only three jurisdictions in PISA 2015 that did not require the completion of practicums in pre-service training to teach in primary, lower secondary or upper secondary education (OECD, 2016).

After graduation, there are no additional requirements for teachers to begin delivering classes (such as passing competitive examinations or a standardised test). The 2012 *Inicia* evaluation of students graduating from teaching programmes found high proportions of students had unsatisfactory knowledge or written communication skills deemed below the required level. This was especially true among pre-primary teachers (see Table 3.2).

Table 3.2. Summary of achievement levels by cognitive skills in pedagogical knowledge test, Inicia evaluation (2014)

Pedagogical knowledge test	Students number	Cognitive skill (average achievement) (%)		
		Knowing	Understanding	Analysing and using knowledge
Preschool	377	59.9	66.3	68.5
Primary	876	66.9	69.9	74
Secondary	1 434	57.3	68.3	62.4
Total	2 687	60.8	68.5	67.1

Source: MINEDUC (2017a), "Revisión de las políticas educativas en Chile desde 2004 a 2016" [Review of educational policies in Chile between 2004 and 2016: Chile National Report], Research Centre, Ministry of Education of Chile, Santiago.

In 2006 Chile required the compulsory accreditation of all undergraduate programmes leading to the teaching profession (primary education teacher, secondary education teacher, special education teacher and preschool teacher). This requirement was mandated by legislation, (Law 20.129) and via the establishment of the National System for Education Quality Assurance in Higher Education. By 2015, however, only 51% of teacher training programmes had been accredited.

Under the new System of Teacher Education and Professional Development, the Centre for Improvement, Experimentation and Pedagogical Research commits to promoting and guaranteeing the quality of initial teacher training. Law 20.903 states that only accredited universities can offer teaching programmes and can give a professional teaching degree. Additionally, accreditation will be required of the teaching programmes themselves. The government will need to enforce this process while effectively monitoring the content and structure of programmes for quality and impact.

In addition, there does not appear to be a formal requirement linking the initial teacher education courses to the Good Teaching Framework. In essence, this means there is no effective nationally recognised structure which can currently define or guarantee the training of a high-quality teacher workforce. Moreover, following the reforms, teacher education providers themselves do not appear to have reached out to their own graduates who are new teachers. These providers do not appear to have reached out to schools in their areas either, to assess the efficacy or usefulness of their teacher education programmes. Commentary by teachers indicated that there was little connection between the teacher education providers and schools, but that a professional partnership of this kind would be welcomed.

Practice teaching

The provision of and responsibility for teaching practice and teaching experience during initial education programmes appears to be disconnected from both initial teacher education programmes and the school context.

Over the course of consultations, different actors reported to the OECD review team that the organisation of practice teaching placements is currently undertaken by the university. At the moment of drafting this report, evaluation of practice teaching placements amounted to mere recognition of participation in a placement programme – meaning students received no real evaluation, just a tick in the box. Universities gave little or no feedback to student teachers. In some cases at present, student teachers are filling gaps of need rather than being given guidance or pedagogical advice.

This leaves host schools with the responsibility of guiding and "supervising" student teachers. Host schools are often underprepared for incoming student teachers. They have little or no knowledge of the pedagogical training received by students, the level of achievement to date or the level or kind of practice student teachers need to meet course requirements.

Of course, this is not the case for all schools where principals and experienced teachers have mentored and supported student teachers. However, mentoring of student teachers by experienced teachers and principals should be the norm, not the exception.

Mentor teachers at schools seem to receive no training or guidance from universities on how the teaching practice could be used to develop teaching skills. Mentor teachers report that they rely on and react to their own past experiences. Greater contact with universities could better support these teachers in providing a quality and relevant practice teaching experience. This could benefit the student teacher, but also the mentor and the school.

The current situation leaves a triangle of unmet expectations on the part of the student teacher, the school and the university.

Beginning a teaching career – classroom ready

It was not possible for the OECD to ascertain how teacher education providers, schools, municipal authorities and owners in Chile know that their teachers are classroom ready. The new System of Teacher Education and Professional Development seems to assume that the training provided in initial teacher education is sufficient to start practice. The proposal that teacher education students be assessed in their penultimate year of study needs further exploration.

Induction for first-year teachers

Teacher preparation cannot end when teaching students leave university. Induction into the profession, professional practice, the school culture and understanding the teaching environment and socio-economic makeup of the school are key to the future success of the teacher, as well as the students for whom he or she is responsible. The opportunity to learn and to grow in confidence as well as pedagogical knowledge and experience will underpin the new teacher's commitment and resilience in his or her first few years of teaching.

There is currently no general system of induction programmes in Chile. When teachers arrive at schools to commence their teaching careers, first-time teachers may be lucky enough to be guided or mentored by experienced principals, teachers or groups of teachers. Again, as was the case with regards to the lack of organised practice teaching, this is fortuitous rather than planned. While well-meaning, this mentoring may only last for the first term or year. It is not an organised form of professional development.

The OECD review team was pleased to note that between 2017-2022, Chile will introduce the Induction System for Beginning Teachers as part of the System of Teacher Education and Professional Development (see Box 3.3).

Box 3.3. A New induction system for beginning teachers

CPEIP proposes a new induction system that has the following characteristics:

- It will seek to facilitate the insertion of the beginning teacher in the education community, as well as facilitate progression in their career.
- Induction will take place in the first or second year of professional practice and will last for up to 10 months.
- The hours allocated for this process will be funded by MINEDUC.
- Induction will be for training purposes and will not have a certifying character.
- The main mechanism will be mentorships conducted by a qualified teacher, trained for this purpose.
- Institutions classified as high-performing can develop their own process of induction after signing an agreement with the Ministry of Education.
- The new system will be applied in areas of priority from 2017 until 2022.

Source: MINEDUC (2016a), "El CPEIP en la Reforma Educacional: Políticas y ámbitos de acción" [The CPEIP in Educational Reform: Policies and areas of action], Centre for Improvement, Experimentation and Pedagogical Research (CPEIP), Ministry of Education, Santiago.

International evidence

Raising the bar of entry into the teaching profession has been a challenge shared across countries. Increasingly, countries are requiring potential candidates to pass an examination, or demonstrate they possess the communication skills and motivation to teach and gain entry to teacher education programmes. The premise is that good candidates are more likely to be good teachers.

The screening process of two of the world's highest-performing education systems, Singapore and Finland, has attracted significant attention in the international context. Both countries place emphasis on the "academic achievement of candidates, their communication skills and their motivation for teaching" (Barber and Mourshed, 2007). This may be an area that CPEIP could develop further.

In **Australia**, the AITSL has explicitly linked initial teacher education with what is expected of a teacher upon completion of an initial teacher education programme. Graduating from such a course means meeting the National Professional Standards for Teachers. In addition, initial teacher education programmes must undergo an accreditation process (see Box 3.4).

Teacher education courses are accredited against a set of nationally agreed standards and procedures which "draw on the expertise and vision of teacher educators, employers of teachers, those in the teaching profession, in schools and early childhood settings and the broader education community, and embody the ongoing sector-wide commitment to driving improvement in teacher education … They also represent a collective sense of accountability and acknowledge that evaluation of initial teacher education is a shared responsibility" (AITSL, 2015).

Box 3.4. Elements of national accreditation of initial teacher education in Australia

The Australian national accreditation system for initial teacher education programmes has three integrated elements:

- The Graduate Teacher Standards, which are the graduate career stage of the Australian Professional Standards for Teachers, and make explicit the knowledge, skills and attributes expected of graduates of nationally accredited programmes.
- The Program Standards, which make explicit what is required of high-quality initial teacher education programmes that give confidence the Graduate Teacher Standards will be achieved.
- The Accreditation Procedures, which set out a nationally consistent process to accredit programmes, including the establishment and composition of accreditation panels, assessment of programmes by these panels, reporting accreditation decisions and mechanisms for achieving national consistency.

Source: AITSL (2015), *Accreditation of Initial Teacher Education Programs in Australia: Standards and Procedures*, Australian Institute for Teaching and School Leadership (AITSL), Melbourne.

Some research highlights the need for brokering partnerships between schools and universities that provide teacher education (Montecinos, Walker and Maldonado, 2015). This research found that university-based practicum supervisors and school administrators need to work across institutional boundaries to have a shared understanding of the role of practicums and work. In so doing, both parties can "reduce the distance between the school and universities, and develop common knowledge". Universities can benefit from accessing real-world, in-context opportunities. These opportunities can help inform research and allow university programmes to test new models of teaching. School-university partnerships also benefit school leadership, as schools can gain access to research and expertise which can inform best practices and support school improvement. Furthermore, such partnerships could have wider benefits for the development of education policy and schools in Chile (Ávalos and Bascope, 2014).

Induction programmes at the beginning of teachers' careers can also bring long-lasting benefits to education systems. More immediate benefits include strengthening and fostering new teachers' confidence to share their new ideas and enthusiasm in schools. Induction programmes can also help prevent teachers from leaving the profession within the first few years. Positive experiences at the beginning of teachers' careers can also improve teachers' long-term effectiveness later on (OECD, 2005). Induction programmes exist in around two-thirds of OECD countries. The OECD (2014) found that teachers in Chile who report having participated in induction programmes are 2.5 times more likely to report participating in three or more different types of professional development. This figure is higher than in any other TALIS country.

Body of the recommendation

The OECD believes that there would be significant benefit to reviewing the structure and quality of initial teacher education programmes offered at universities in Chile. All university initial teacher preparation courses should produce teachers who can meet a nationally agreed-upon set of professional standards, like the Good Teaching Framework. This would not prevent universities from diversifying their provision of courses to help address schools' different teacher qualification needs depending on their specific contexts. It also would not prevent universities from offering different pedagogical experiences. Setting strong standards for initial teacher education courses would enable healthy competition between universities for the best teacher candidates. Such measures would help ensure a high-quality teaching system that provides a high-quality education experience for Chile's students.

In view of the shortage of teachers, the Chilean government may also want to give some thought to alternate pathways into teaching. By adding shorter pedagogical courses to existing graduate qualifications or expertise, for example in STEM subjects, Chile may gain access to more prospective teachers.

Student teaching practice should be an integral part of the initial teacher education programme. Student teaching practice gives the teacher candidate the opportunity to put professional and pedagogical knowledge into practice with appropriate guidance and supervision.

University academics from teacher preparation programmes should also be required to observe, guide and supervise the student teacher at school during the teaching practice period. There needs to be a clear link between the evaluation of a prospective student's teaching practice and the pedagogy this student learns at university. That way, the teacher

education provider can ensure that the student teacher uses the knowledge and skills acquired at his or her programme during real-world teaching practice.

The CPEIP may wish to give further consideration to how the teaching practice element might be better designed and integrated into the overall initial teacher education programme. CPEIP may also want to examine how teaching practice might be used to better facilitate relationships between schools, university providers, teachers and students.

Chile could follow the example of Australia's teacher employing authorities, which require first-year teachers to meet graduate standards that support them as beginning teachers. Australia's teacher employment authorities make an assessment of a prospective teacher's "pre-service teacher performance" (AITSL, 2015). They do this using "evidence that is collected from within a programme in relation to a pre-service teacher's performance; and evidence of graduate outcomes; that is evidence that is collected following completion of a programme in relation to the achievements of a programme's graduates" (AITSL, 2015).

The Chilean government could also require that teachers obtain a license or registration in addition to the teacher education qualification. This is done in several countries and economies, like Australia, Canada, Ireland, Japan, New Zealand and Scotland (UK).

Recommendation 3.4

Help teachers to develop by promoting and providing high-quality professional development opportunities for all teachers and school leaders throughout their careers.

Summary

All teachers and school leaders should have access to recognised, high-quality professional development opportunities which support and enhance their professional knowledge and professional practice. Professional development needs to be based in pedagogy and evidence-based research. Professional development programmes have to be able to respond to individual teacher and school needs, and support career advancement. These programmes should inform and support teacher evaluation, self-assessment and salary payment.

Context

The new System of Teacher Education and Professional Development provides significant additional funding for the development of a new career and pay structure for all teachers. In general, teachers in Chile will see a 30% increase in salaries under the new system. But an increased salary, while very welcome, is not the only factor that will improve working conditions for teachers and teaching quality. Teachers in Chile work 1 146 hours a year in primary and secondary education. These figures are well above the OECD averages of 776 working hours in primary school, 694 in lower secondary and 644 hours in upper secondary education (OECD, 2016). Chilean teachers reported on TALIS that they worked 29 hours a week. According to this report, Chilean teachers' workweek included 27 hours spent only on teaching. Such a schedule leaves little time for other activities, such as planning lessons, teacher collaboration and correcting student work (OECD, 2014). The new system seeks to guarantee professional development opportunities (see Box 3.5).

Box 3.5. Professional development opportunities for all teachers

The new System for Teacher Education and Professional Development guarantees:

- free and relevant professional development for all teachers who are in the SDPD
- course and training activities provided by the CPEIP or in collaboration with accredited universities or not-for-profit providers
- some scholarships for more intensive training
- local teacher development committees which will prepare local training plans using local knowledge and information to ensure training is relevant to the local school and regional needs.

Source: MINEDUC (2016b), "Sistema de Desarrollo Professional Docente: Ley 20.903" [Professional Teacher Development System: Law 20.903], prepared by the Centre for Improvement, Experimentation and Pedagogical Research (CPEIP), Ministry of Education, Santiago, www.leychile.cl/Navegar?idNorma=1087343.

In talking to Chilean teachers and school principals, the OECD review team heard that while teachers had access to some opportunities for professional development, they were concerned about cost, relevance and quality. These claims correspond to evidence gathered by the OECD in TALIS, as mentioned earlier in this chapter regarding barriers to undertaking professional development activities (see also Santiago et al., 2017). While many educators undertook courses at their own cost, they did not believe that the courses would lead to career advancement.

Professional development has also tended to be ad hoc and largely administrative in nature in Chile. There does not appear to have been a plan or required framework for professional development with regards to career structures or school plans. This is not surprising since there were no clear standards or stated expectations for career progression. Often the professional development courses provided did not appear linked to teacher or school needs. Indeed, evidence from TALIS shows that teachers in Chile decide more often with full autonomy to take on professional development, which is less common among OECD countries (OECD, 2014). From our exchanges with different actors in the system, it also appears there was no evaluation of teacher success or how the course undertaken supported or developed a teacher's career. Teachers told the OECD review team that quality assurance mechanisms, where they were in place, reflected a quantitative survey of completion - simply ticking a box.

A number of teachers indicated that they were pleased to be involved in professional development activities when they worked at a school where the principal or a senior teacher led them in reflective practice or learning together. These opportunities were clearly valued in these schools. Such moments of reflection brought the teachers and support staff together, and allowed them to work as a unit to meet the individual needs of their school community. A promising development from the new System of Teacher Education and Professional Development is that it plans to establish collaborative communities of learning.

Teacher evaluation and appraisal

Teacher appraisal "has as its main purpose to help improve teaching and thus the students' results" (OECD 2010). Teacher appraisal makes a judgement and provides feedback about teachers' competences and performance to help them identify how to

improve. It typically aims to support teachers' professional development and career development, and serves to hold teachers accountable for their practice. The Good Teaching Framework became the basis for the evaluation of all teachers in Chilean public municipal schools in 2004. The Good Teaching Framework mandated that teachers be evaluated every four years after their first year of teaching.

The teacher performance evaluation system known as System for Teacher Performance Evaluation (Sistema de Evaluación del Desempeño Profesional Docente) in public municipal schools was the result of a strategic agreement between the Ministry of Education, the Chilean Association of Municipalities and the Teachers' Association (Colegio de Profesores).

The following instruments and information sources are used in the process (Santiago et al., 2013):

1. Self-evaluation (10% of the score): Based on a structured questionnaire with no open-ended questions, organised according to the four domains of the Good Teaching Framework to help teachers reflect on their own practice and encourage them to review the GTF.
2. Peer evaluator interview (20% of the score): With a duration of about an hour, based on a structured and pre-established, standardised set of questions asked by a peer who received training for this purpose.
3. Third-party reference report (10% of the score): Based on a structured questionnaire to be answered by both the school director and the Head of the Technical-Pedagogical Unit of the school, covering a range of domains of the teacher's professional activity.
4. Teacher performance portfolio (60% of the score): Consists of a standard set of pedagogical materials to be prepared by the teacher, and a video recording of a class.
5. Teachers are evaluated based on reference standards established by the Good Teaching Framework.

The System for Teacher Performance Evaluation has been mandatory since 2004 for all classroom teachers in public municipal schools. It has also been used as a reference point for many teachers in government-dependent private schools (Santiago et al., 2013). Teachers are evaluated as having Outstanding, Competent, Basic or Unsatisfactory performance (MINEDUC, 2017a). Teachers who obtain unsatisfactory results are first asked to leave the classroom temporarily and work on professional development with a coach teacher (MINEDUC, 2017a). Those who maintain unsatisfactory performance are supposed to be removed from the school system. The 2011 Quality and Equality Law also permitted school principals to propose the termination of the 5% lowest performing school teachers, should they receive poor evaluation. Under the current regulations, results of teacher evaluation show only a small fraction of teachers (around 1%) have obtained unsatisfactory results since 2011 (MINEDUC, 2017a).

Teacher evaluation in Chile does not include school visits, although other agencies, such as the Agency for Quality Education and the Superintendence, can carry out visits for quality assurance purposes (see Chapter 1). The general perception of practices monitoring quality in schools by the teachers the OECD team visited was that quality assessment of teachers or schools still focused mostly on accountability and quantitative

reporting (for example, they administered surveys of how many students attended the schools, took information on attendance patterns and noted the numbers of fire extinguishers in the building and the application of health and safety rules).

Teachers did not perceive a link between teacher evaluation, professional development and career development. Teachers indicated they did not receive feedback or guidance on career development or needs for performance improvement unless there were significant issues to address. In the absence of a progressive career structure, there was no incentive to undertake professional development or to stretch knowledge and practice.

The new career structure, as proposed in the new System of Teacher Education and Professional Development, will see the five career levels linked to a new salary scale. These career levels include three compulsory levels (Initial, Early and Advanced), as well as two additional facultative levels (Expert I and Expert II) (Santiago et al., 2017). The structure will also mandate requirements for the professional development necessary to move on to the next level. This underscores the need for a strong and coherent teacher evaluation scheme or programme.

The transition to the new structure began in 2016, with first new salary payments in 2017. Teachers who have already been assessed according to the MINEDUC assessment tools will be advised of the level at which they fall, as well as their 2016 performance rating.

Teachers who have not been assessed to date or are not currently in the public system will be given the opportunity to enter, and will be able to apply in the next round and receive increased salaries beginning in 2018. Voluntary admission will be accepted until 2025 when the new system becomes the norm. However, teacher appraisal schemes are not just for career and performance management. They can also be used to recognise and reward effective teaching. Rewarding excellence is another way of recognising the extra effort that many teachers make in their daily work. It is also a way to draw attention to the career itself.

The Chilean government has imposed different financial incentives to reward teachers who perform well. For example, the National System for Performance Evaluation (Sistema Nacional de Evaluación del Desempeño, SNED) provides incentives and awards to teachers and education assistants in the best schools in each region. Schools are compared only with other schools of similar characteristics within a region and winning schools can represent up to 35% of all schools in that region (MINEDUC, 2017b). Additionally, the Pedagogical Excellence Allotment (Asignación de Excelencia Pedagógica, AEP) has delivered bonuses to teachers based on superior performance. The AEP was increased under the 2011 Quality and Equality of Education Law (Ley de Calidad y Equidad de la Educación, LCEE). At this time, the government also linked the AEP to how many disadvantaged students teachers taught. The government also introduced incentives by way of compensation or an additional allowance scale to teachers choosing to work with more vulnerable students.

International evidence

Professional development for teachers is compulsory at every level in about three-quarters of OECD and partner countries. A few countries (e.g. Korea, Poland, Portugal and Spain) have made professional development mandatory for teacher promotions or salary increases (OECD, 2016). Australia and the United Kingdom require evidence of

professional development for teachers to maintain their registration or certification to practice as a teacher.

According to international evidence, school-embedded professional development that involves teacher collaboration on activities within the school is usually considered to be the most effective modality of professional training. A challenge for all countries is promoting more training of this type, as non-school embedded professional development is negatively associated with the impact identified by teachers on changes to their practice (Schleicher, 2016).

Sweden provides an example of a relatively recent effort to introduce professional development that is more relevant to the realities of teachers and schools. The in-service training for mathematics (Matematiklyftet) and reading (Läslyftet) involves a variety of actors such as universities, teachers and school leaders to create learning communities by providing materials and support (see Box 3.6).

Box 3.6. In-service training for mathematics (Matematiklyftet) and reading (Läslyftet) in Sweden

Sweden has identified the lack of continuous training of its teaching workforce as a major challenge. It has therefore introduced training in effective teaching methods through collaborative learning, with new "boost" programmes, the most significant collaborative learning programmes ever developed in Sweden. These research-based programmes represent an investment of more than EUR 28 million.

As part of these efforts, Sweden has introduced two "boost" programmes called the Matematiklyftet and the Läslyftet. Both are based on research evidence. All teachers in mathematics can participate in Matematiklyftet (an in-service training about mathematics). About 35 000 teachers in compulsory and upper secondary schools (three out of four teachers) have participated in Matematiklyftet since its launch. Starting in 2015, teachers of Swedish have been able to participate in Läslyftet (2015-19), an in-service training about literacy, which also covers pre-school teachers.

The Matematiklyftlet also includes study programmes for school principals and tutors in mathematics. The material used is produced in collaboration with over 20 universities and colleges around Sweden, and is available on a specific website. The materials on the website are open source and are structured into year groups and types of schools. All materials follow a four-part structure. First, teachers prepare materials individually using the resources provided to them. Second, teachers meet and discuss what they have read and plan a lesson. Third, teachers teach the lessons in their own classrooms. Fourth, teachers meet again in order to evaluate and discuss experiences from their lessons. Weekly discussion meetings focus on didactic questions and are moderated by mathematics tutors, who are trained by national authorities.

During the programme's duration, teachers exchange learning materials, ideas, experiences and enter in professional dialogue. In addition, the programme fosters collaboration in teaching and enhances team building among the teachers in the group. School principals are also integrated in the training. Considering teachers' workload, a good organisation of the meetings is key.

Evidence for Matematiklyftet has shown that the teacher education model (e.g. based on collegial conversations with the support of a supervisor and didactic support materials) is an important factor of success for this policy initiative. Teachers reported feeling more aware of their role, communicating better in the classroom and managing to better shape their teaching based on students' different needs.

Source: OECD (2017), *Education Policy Outlook: Sweden*, OECD, Paris, www.oecd.org/edu/Education-Policy-Outlook-Country-Profile-Sweden.pdf.

Body of the recommendation

The Chilean government should take a consistent, planned approach with regards to providing access to high-quality, relevant professional development opportunities to teachers. These opportunities should support teachers in their current roles and school environments, as well as enhance pedagogical and subject knowledge.

It will be imperative to ensure professional development opportunities are delivered by accredited institutions and trainers, and are pedagogically-driven. These opportunities should both respond to the professional development needs of teachers and give them opportunities for future career development. It is also important that professional development links to the new career structure.

This is an opportunity to review, incentivise and support radical change in initial teacher education programmes and ensure they align with the new Good Teaching Framework. Criteria used can refer, for example, to:

- Actual content of the curriculum taught to future teachers.
- How this curriculum is delivered (whether the programme's pedagogy is updated, if it challenges student teachers and makes them grow as professionals for learning).
- What benefits it creates already for the community (whether the programmes have a research component for future teachers, or whether the teaching practicum is connected both to the personal development of the student teacher and the overall improvement strategy of the school.

According to the new legislation, teachers are only assessed in the year before they end their degree (rather than the last year). If they underperform, there is no assessment later on to find out if they have improved. Quality assurance mechanisms need to be included at regular intervals, particularly to provide closer support and monitoring for underperforming students.

In-service training and professional development also needs to be modernised and structures set up so that teachers get the right training that corresponds to their schools' needs. Such measures will help teachers develop their own perspectives on longer–term professional growth. High-quality, modernised teacher training will also help teachers effectively put learning into practice by ensuring that they seek for constant exposure to good practices, constant practice and constant feedback, as explained in Chapter 2. Some characteristics of adequate initial and continuous training systems can be summarised as follows (Musset, 2010):

- It is context specific and responsive, meaning it takes into account the character, status, attitudes and political and administrative relations in education systems.
- It envisages teacher education as a continuum providing different types of knowledge to teachers (e.g. subject matter and pedagogical knowledge).

- It is flexible, catering to and adequately training teachers with different profiles, but also candidates from other professional backgrounds that could enter the profession.
- It capitalises on collegial learning by fostering mentorship or mandating peer review for systematic feedback.

The creation of a teacher career path that aims to be linked to professional improvement is a very positive effort that Chile needs to continue. As there has been no explicit career path or structure in Chile to date, pay raises and differentiation have been linked to length of experience or allowances paid for additional tasks or responsibilities undertaken. Some teachers have received pay raises for taking on the roles of head teacher in pedagogy or technical tasks, additional management responsibilities or even taking on the role of director. These additional duties need to be seen as part of a structured career path or professional progression. It should also be possible for teachers to undertake these tasks for one or two years and then step down (see the following recommendation on school leadership).

Recommendation 3.5

Develop a strong professional cadre of school leaders and principals to drive teacher quality and school improvement in Chile

Summary

There is an urgent need to develop a strong set of professional standards, a career structure and professional development opportunities for principals and school leaders in Chile. The Good School Leadership Framework (MINEDUC, 2005), under review when the OECD review visit took place, needs to be used as a foundation to establish the leadership profession as related to, but still different from teaching. Efforts to change the school leadership profession should follow the Good School Leadership Framework in tandem with the new System of Teacher Education and Professional Development. The provision of training also needs to be more systematic, and depend less on the individual capacity of school leaders to access it.

Context

The Ministry of Education acknowledges that "the Chilean school system does not have a leadership career as such" (MINEDUC, 2017a). At the same time, job satisfaction appears high among principals. In a survey carried out in 2014, 94.7% of school principals agreed that they liked being principals and 96.6% of school principals agreed that they liked working in their schools. Principals surveyed also reported feeling generally supported by *sostenedores* and MINEDUC (Weinstein and Hernández, 2014).

The Teacher's Code has defined the role of school directors, principally to "direct and lead the institutional educational project" (Santiago et al., 2013). Moreover, it specifies that public municipal schools are responsible for managing their school administration and finances. Other members of school leadership teams include heads of technical-pedagogical units (UTPs) in charge of curricular activities, and general inspectors responsible for student admission, staff and class management, and student discipline

(MINEDUC, 2017a). Chile's schools and *sostenedores* retain considerable discretion in defining school leadership, which seems to generate a school leadership workforce with varied qualifications, pedagogical skills and career incentives (e.g. salaries and career pathways) (Santiago et al., 2013).

The responsibilities of principals are clearly shaped by the leadership team structure in Chile. Notably, principals appear to be less occupied with administrative tasks than peers in other countries. Among TALIS countries, Chilean principals in lower secondary education reported spending the least time on administrative and leadership tasks and meetings (34% of principals spent time on these tasks, as compared to the TALIS average of 41%) (OECD, 2014). Less than one-quarter of principals reported a shared responsibility in deciding on budget allocation within their school, considerably less than the TALIS average of 47% (OECD, 2014). Principals and teachers who met with the OECD review team were also generally satisfied with the way the school leadership teams managed their schools, and, in some, cases made room for professional development activities. They did not, however, seem to feel connected in any way to the broader education agenda or reform process.

A vision of the school leadership profession in Chile and careers structure

The Good School Leadership Framework (Marco para la Buena Dirección) was launched in 2005 but only put in place in 2014. It provides a description of the skills and competencies needed for school leadership in Chilean schools, and serves as a reference for professional development of school leaders. It covers four areas: leadership, curricular management, management of the school environment and coexistence, and resource management. Each of these areas includes a set of criteria on which professional development can be focused (OECD 2015b).

MINEDUC also introduced its Principal Training Plan (Plan de Formación de Directores) through the 2011 Quality and Equality of Education Law to raise the quality of both beginning and experienced school leaders (Weinstein and Muñoz, 2012). The programme has granted scholarships to attend one-year programmes identified by MINEDUC, including master's degrees. Between 2011 and 2014, 2 969 acting and new school leaders received scholarships through the programme (MINEDUC, 2017a).

However, this framework has not been used to inform teacher career structure, professional development plans, evaluation processes or salary scales. In the absence of a school leadership career path, there is no related salary structure in place. Principals currently receive incentive allowances in addition to their teacher salaries for undertaking the position of principal or additional work which might be related to running of the school. Principals agreeing to lead schools in areas of high socio-economic disadvantage, with high numbers of students with disabilities and schools in rural areas have been able to attract higher allowances relative to salaries of teachers.

CPEIP advised that a new framework be developed and subsequently launched in July 2016 as part of a broader school leadership strategy (see Box 3.7). This framework was expected to focus on school leadership practices of: building and implementing a shared vision, developing professional capabilities, leading the teaching and learning processes, managing the school coexistence climate and school community involvement, and school development and management. The framework will also provide guidance on personal capabilities, skills and professional knowledge expected of school leaders.

Box 3.7. Improving school leadership in Chile

A new policy for good management and school leadership is being developed to improve the school leadership profession using an integral approach. This policy is based on five key points:

1) Definition of responsibilities and faculties of the leadership role: through an updated Good Leadership Framework, and a definition of the leadership career.
2) Selection of school leaders from the best candidates by modifying selection processes, and providing guidance in the selection and composition of leadership teams.
3) Development of school leadership capacities through training and induction of school leaders, developing tools and support materials for the implementation of the Good School Leadership Framework, direct support to schools and other tools.
4) The creation of school leadership centres to do research, innovate, provide training, disseminate information and support policy implementation.
5) Improvement of the relevance and legitimacy of initiatives targeting school leaders through regional consultation bodies on school leadership, research on composition of leadership bodies and identification of potential school leaders.

Source: MINEDUC (2016c), "Política de Fortalecimiento de Liderazgo Directivo Escolar" [*Policy for Strengthening School Leadership*], MINEDUC, Santiago, https://liderazgoescolar.mineduc.cl/politica-fortalecimiento-del-liderazgo-escolar-2/.

Training of principals and school leaders

Since 2004, a host of legislative and regulatory changes have sought to clarify and strengthen the role of school leadership, notably in terms of engagement with pedagogy (Santiago et al., 2013; MINEDUC, 2017a). Responsibilities have been considerably clarified and in fact expanded. School principals have in turn gained greater discretion in hiring their senior management team (deputy principal, inspector general and the head of the technical-pedagogical unit). School principals also have more power to layoff poor-performing teachers.

Law 20.501, enacted in 2011, requires principals in the municipal sector to hold a professional diploma or degrees and have at least three years of teaching experience in an educational institution. Professional candidates with no pedagogical training are also allowed.

The Ministry of Education (MINEDUC, 2016c) quotes a survey in 2010 which found Chile has 78 training programmes directed at school principals and school leaders that last one year or longer. Nearly all of these are privately run; there has been no evaluation of them.

The Principal Training Plan implemented by the CPEIP has provided scholarships for principals to attend additional training. A total of 2 969 acting and new school leaders received these scholarships between 2011 and 2014. The scholarships are available for those courses approved or run by CPEIP. That said, again, there has been no formal evaluation of the Principal Training Plan or the quality and the impact of the leadership programmes offered.

Principals commented to the OECD review team that leadership courses that are offered are expensive, and tend to focus on management and organisational training.

These courses often also focus on accountability mechanisms in the school. They are not based in pedagogy and do not promote new ways of managing change. Rather, they review existing school situations and support acting or new school leaders. They are passive in nature.

International evidence

Leading change

School leaders are crucial to the performance of schools, teacher quality and effectiveness, and student outcomes. Thus, school leaders must understand their roles, be able to articulate the vision for the school and be able to lead in its implementation. School leaders must also be empowered to undertake and actively lead and support change. They should be part of the solution.

The OECD report, *Improving School Leadership* (Pont, Nusche and Moorman, 2008), found that "school leadership can make a difference to student outcomes by creating the right environment for teachers to improve classroom practice and student learning". The report identifies four core responsibilities of school leadership:

1. Supporting, evaluating and developing expertise of teachers by: managing the curriculum and teaching programme; teacher monitoring and evaluation; supporting teacher professional development; and supporting collaborative work cultures.
2. Goal setting, assessment and accountability.
3. Strategic financial and human resource management.
4. Working beyond school borders: other schools, school councils and parents.

A number of countries and economies have developed professional standards or published expectations for school leaders including: The National Professional Standards for Headteachers in England (UK), the Ontario School Leadership Framework, the Australian Professional Standard for Principals and the Leadership Academy in Austria.

The National Professional Standards for Headteachers in **England** (UK) are very explicit and to the point. They are used to "assist in the recruitment of headteachers and in performance management processes". They give a reference on what is expected of a head teacher (see Box 3.8).

Box 3.8. The core purpose of the director

The core purpose of the director is to provide professional leadership and management for a school. A director aims to promote a secure foundation from which the school can achieve high performance in all areas. To gain this success a director must provide leadership around instruction, effective management of teaching and learning, and the use personalised learning to realise the potential of all pupils. Directors must establish a culture that promotes excellence, equality and high expectations of all pupils.

Source: Department for Education and Skills (2004), "National Professional Standards for Headteachers", London.

The National Professional Standard for Headteachers was closely linked to and supports the National Professional Qualification of Headteachers (NPQH) in England (UK). Similarly, to identify potential school leaders, **the Netherlands** has developed leadership "taster" courses (Pont, Nusche and Moorman, 2008). One example of such a course is Orientation towards Management, a brief training given by the Association of School Leaders for the Sectoral Board for the Education Labour Market (a fund of employers and employee organisations in the educational sector). School boards, upper school managers and leaders of schools are asked to select candidates from their own schools. These candidates first take part in an information session where they fill in a survey form that provides some insight into their leadership talents and affinity for leadership. They then participate in a two-day training course which covers various leadership topics. After this, candidates draw up a personal development plan based on a competence analysis. Orientation towards Management then moves on to further training for candidates who are interested and suitable.

Body of the recommendation

3.5.1. In light of the current reforms, prioritise the update of the Good School Leadership Framework, and build on it to establish school leadership as a related, but still separate career from teaching.

School leadership and teaching are intimately linked. School leadership is key to helping improve the quality of teaching at schools by influencing teachers' motivations, and continuously shaping school environments that foster teaching and learning. It is preferable for school leaders to have previous experience as teachers before becoming school leaders.

However, school leadership and teaching should still be seen as separate professions, with different sets of skills needed. A good teacher may not necessarily be a good school principal. Therefore, in the context of the current reforms to the teaching profession, the Chilean government needs to give priority to the continued updating of the Good School Leadership Framework. It will be really important for the new leadership framework to interact and work closely with the new System of Teacher Education Professional Development. The complementary and distinctiveness of roles and career progressions needs to be made clear by building on these frameworks. School leadership responsibilities should be defined through an understanding of the practices most likely to improve teaching and learning.

This clarity of career perspectives is particularly important given that school leadership in Chile is an ageing profession, with an average age of 53.7 years old. Chile needs to plan actively for leadership succession. While keeping the bar high as to whom can enter the leadership career, more proactive efforts need to be made to identify potential talent in the teaching body to become school leaders. This could be done in a manner similar to the Netherlands' taster courses explained above. The government could also provide opportunities to teachers who would like to try out leadership tasks and continue exploring their interests and talents.

3.5.2. Continue efforts to ensure that school leaders have e more equitable access to quality professional development opportunities.

The Chilean government should take the update of the Good School Leadership Framework as a good opportunity to reflect on how to strengthen learning opportunities for school leaders. These learning opportunities should not be personally costly to teachers, and should be relevant and useful to teachers given real-life situation in their schools. A screening of how the current offer of courses aligns with the new framework would be advisable.

School leaders also need to have collaborative learning opportunities with leadership teams in other schools. As explained in Chapter 2 as well, these opportunities are key to helping school leaders reflect on common challenges and share knowledge. Such collaboration also gives leadership teams the chance to share powerful pedagogical practices that will help them to not only overcome these challenges, but also set new, higher expectations for their schools (see Recommendation 2.1 in Chapter 2).

Targeted, collaborative learning opportunities can also give school leaders the chance to build on their knowledge of the system and their schools to explore how to adapt reforms during their implementation, to make them more pertinent to the needs of local contexts. Principals and school leaders can take an active role in leading reform implementation at the school and regional levels. They should be seen as an essential link between the national agenda, the school and the classroom, as they can fill an important knowledge gap.

Well-informed and trained school leaders can soften the perceived blunt instrument of implementation wielded by the Ministry of Education and mid-level administrations. They can provide information to the ministry and local education services on what implementation looks like in the classroom and at the school. At the same time, they can convey the national vision to teachers, parents and students.

Conclusions

This chapter recognises the significant reform efforts undertaken by the Ministry of Education to date, and the current spotlight now being placed on enhancing teaching and teacher quality in Chile. The commentary and recommendations outlined seek to support the implementation of the reform agenda. The report also suggests ways in which the goals of the new System for Teacher Education and Professional Development can be achieved.

The OECD strongly supports the Chilean government's focus on developing and strengthening the teaching profession, supporting teaching practice and giving greater recognition to the role of teachers in the community. However, it is imperative that teachers and school leaders are part of the reform process. They must play a key role in shaping, supporting and implementing the high-quality education system which will deliver high-quality schooling to the young people of Chile.

A national vision

The new System of Teacher Education and Professional Development (Education Law 20.903, April 2016 (MINEDUC, 2016b) provides an opportunity to reinvigorate and restate the national vision of education reform for Chile.

During the implementation process, the Chilean government should foster sustained stakeholder engagement, and craft a communication strategy that articulates Chile's educational vision. This vision should be shared by all. It should bring together all education stakeholders, including teachers and school leaders, parents, students, owners, and administrators, in support of the common cause of a high-quality and relevant education system.

Recognise, strengthen and promote the role of teachers

Attracting, growing and retaining a high-quality teacher workforce is a priority for Chile.

The new System of Teacher Education and Professional Development is a new commitment to teachers. It goes beyond teachers at schools and includes early childhood education and care teachers. It proposes providing support for teachers throughout their careers, from entry into initial teacher education programmes, as well as from beginning teacher to advanced teacher status. It also provides a new career structure with commensurate pay and conditions, opportunities for professional development and support within schools.

The Chilean government needs to promote, respect and value the role of the teacher in the community, and make the career of teaching an attractive one that draws the very best candidates. These candidates should be motivated and qualified to inspire the young people of Chile. A centrally-driven communication campaign, developed through consultation with teachers to promote the value of teaching and to encourage more young people to consider a teaching career, would go a long way to achieving this.

National professional standards for teachers

The Good Teaching Framework has provided a sound basis and frame of reference for teachers in Chile, so the OECD welcomes efforts to review and refresh it to meet the changed and changing nature of teaching; the challenging demands of teachers, schools and communities; and the expectations of the new System Teacher Education and Professional Development.

The new System of Teacher Education and Professional Development outlines a more comprehensive view of the teaching career. The Good Teaching Framework cannot meet the varying objectives of that system alone. A coherent, aligned set of professional standards would better inform and support the quality of initial teacher education programmes. Such professional standards could better delineate teacher positions and progression through the new career structure. They could also mandate rigorous and developmental teacher evaluation procedures, relevant and high-quality professional development, public awareness, and measures to ensure the sustainability of the teaching profession.

Strengthen initial teacher education

The OECD supports the Chilean government's efforts to require higher competitive scores for entry into initial teacher education programmes. However, attention also needs to be paid to the quality of those teacher education programmes, so the requirements of accreditation of universities and teaching programmes set by the new System of Teacher Education and Professional Development are enforced. At present, there is no national framework to guarantee the outcomes or quality of those courses. Teacher educators do not face any requirements to take responsibility for the preparation of their students either. Practice or in-service teaching, as well as induction programmes, are currently serendipitous rather than the norm. The proposed programmes for practice teaching and induction must be centred in pedagogy and strongly linked to high-quality teacher preparation in terms of knowledge, skills and professional practice.

Professional development

The new System of Teacher Education and Professional Development guarantees free and relevant professional development for all teachers in the public education system. It is imperative that the range of courses offered respond to the needs of the individual teacher and school environment, seeking to support both pedagogical practice as well as the management procedures which ensure the safety of children in schools. High-quality professional development programmes linked to both career structure and national professional standards will support informed teacher evaluation and career advancement.

School leadership

There is an urgent need to develop a strong professional team of school leaders and principals to drive teacher quality and school improvement in Chile. This team of school leaders should be tasked with leading and implementing change at the school and regional levels. The absence of a career structure, professional development opportunities and a support system in Chile hold back the well-intentioned goal of school improvement and student achievement. Principals and school leaders have been the missing link in the reform process in Chile.

Note

1. The OECD Teaching and Learning International Survey (TALIS) began in 2008 in 24 countries, focusing on lower secondary education. TALIS 2013 covers 34 countries and enables them to conduct the survey in their primary and upper secondary schools as well. The following countries participated in TALIS 2013: Australia, Austria, Belgium (Flemish Community), Brazil, Bulgaria, Canada (Alberta), Chile, Croatia, Cyprus*, the Czech Republic, the United Arab Emirates, Denmark, Estonia, Finland, France, Hungary, Iceland, Ireland, Israel, Italy, Japan, Korea, Latvia, Lithuania, Malaysia, Malta, Mexico, the Netherlands, Norway, Poland, Portugal, Romania, Serbia, Singapore, the Slovak Republic, Slovenia, Spain, Sweden, Turkey, the United Kingdom (England) and the United States. All countries are included in the TALIS average, except for the United States.

*Note on Cyprus:

Footnote by Turkey: The information in this document with reference to "Cyprus" relates to the southern part of the Island. There is no single authority representing both Turkish and Greek Cypriot people on the Island. Turkey recognises the Turkish Republic of Northern Cyprus (TRNC). Until a lasting and equitable solution is found within the context of the United Nations, Turkey shall preserve its position concerning the "Cyprus issue".

Footnote by all the European Union Member States of the OECD and the European Union: The Republic of Cyprus is recognised by all members of the United Nations with the exception of Turkey. The information in this document relates to the area under the effective control of the Government of the Republic of Cyprus.

Annex 3.A The Good Teaching Framework (Marco para la Buena Enseñanza)

Domains	Criteria	Examples of descriptors
A. Preparation for Teaching	The teacher should be prepared to: 1. Master the subjects taught and the national curricular framework. 2. Know the characteristics, knowledge and experiences of his/her students. 3. Master the didactics of the subjects or disciplines taught by him/her. 4. Organise the objectives and contents consistently with the curricular framework and the characteristics of particular students. 5. Use assessment strategies that are consistent with the learning objectives, the subject taught, and the national curricular framework, and allow all students to show what they have learnt.	The teacher: • Knows and understands the core principles and concepts involved in the subject(s) or disciplines taught by him/her. • Knows the different perspectives and new developments in the subject(s) or discipline(s) taught by him/her. • Understands the relationships between the contents taught by him/her and the contents taught in other subject(s) or discipline(s). • Knows the relationships between the contents of the sub-sector taught by him/her and the reality. • Masters the principles of the curricular framework and the focus of the sub-sector taught by him/her.
B. Creation of an environment favouring the learning process	The teacher should be prepared to: 1. Create an environment dominated by values such as acceptance, equality, trust, solidarity and respect. 2. Show high expectations about the learning possibilities and development of all of his/her students. 3. Create and keep consistent regulations about classroom coexistence. 4. Create an organised working atmosphere and make available the spaces and resources required by the learning process.	The teacher: • Uses different strategies to keep and maintain an organised working environment. • Structures the spaces in a flexible way and consistently with the learning activities. • Uses the resources in line with the learning activities and makes them available to students in a timely way.
C. Teaching that allows the learning process of all students	The teacher should be prepared to: 1. Communicate the learning objectives is a clear and accurate way. 2. Design challenging and consistent teaching strategies that are relevant for the students. 3. Treat the classroom contents with the right conceptual focus and using terms that students are able to understand. 4. Optimise the time available for teaching. 5. Promote the development of thought. 6. Evaluate and monitor the process of understanding and the appropriation of contents by the students.	The teacher: • Uses the relevant strategies to evaluate the achievement of the learning objectives defined for a class. • Uses feedback strategies allowing the students to become aware of their learning achievements. • Reformulates and adapts the teaching activities in connection with the evidence gathered from the students' learning experiences.
D. Professional Responsibilities	The teacher should be prepared to: 1. Reflect systematically about his/her teaching skills. 2. Build a professional and team relationship with his/her peers. 3. Take up responsibilities regarding student counselling. 4. Promote respect and carry out co-operation actions with his/her students' parents and guardians. 5. Manage updated information relevant to the teaching profession, the educational system and the current policies.	The teacher: • Evaluates the degree of learning expected from the students. • Analyses critically his/her teaching practices and is prepared to reformulate them based on the students' learning results. • Identifies his/her own learning needs and is willing to meet them.

Source: MINEDUC (2003), "Marco para la Buena Enseñanza" [The Good Teaching Framework], Ministry of Education of Chile, Santiago, http://archivos.agenciaeducacion.cl/biblioteca_digital_historica/orientacion/2003/marcobuenaenseñanza_2003.pdf.

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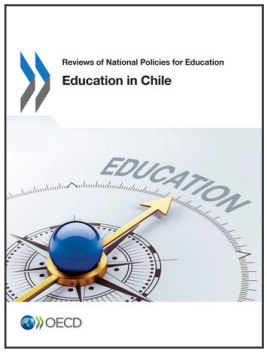

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