

Chapter 1. Why focus on effective human resource policies for schools?

This report analyses policies that can help countries strengthen, recognise and preserve the positive impact that teachers, school leaders and other school staff have on their students. This chapter introduces and provides the context for the subsequent analysis. First, it highlights the importance of school staff for student learning and well-being. Second, the chapter sets out the report's conceptual framework of human resource policies, emphasising the broad range of objectives human resource policies should contribute to and the importance of adopting a vision of collective improvement in schools. It also discusses the design, resourcing and implementation challenges of human resource policy reforms. Finally, the chapter lays out the report's methodology and evidence base. The annex to this chapter describes the broad range of staff that work in and with schools internationally and in individual OECD review countries.

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.

1.1. Teachers, leaders and other school staff matter for student learning and well-being

The people working in schools are a vital resource for today's education systems. There is a solid evidence base indicating that teachers are key in improving learning opportunities for students, likely more than anyone else in children's lives outside their families, and that teachers can have long-term impacts on adult outcomes, such as earnings and tertiary education attendance (Chetty, Friedman and Rockoff, 2014^[1]; Rivkin, Hanushek and Kain, 2005^[2]; Rockoff, 2004^[3]). More recent research has documented teachers' impact on other desirable outcomes, including students' behaviours at school, such as attendance and drop-out (Liu and Loeb, 2019^[4]; Gershenson, 2016^[5]; Koedel, 2008^[6]), and non-cognitive skills, such as resilience, growth mindset and self-efficacy (Kraft, 2019^[7]; Blazar and Kraft, 2016^[8]; Jennings and DiPrete, 2010^[9]). As Jackson (2018^[10]) found, these social and behavioural outcomes are in fact more predictive of long-run outcomes such as intention to attend tertiary education.

School leaders, in turn, play a pivotal role in raising teaching quality (Coelli and Green, 2012^[11]; Branch, Hanushek and Rivkin, 2012^[12]; Witziers, Bosker and Krüger, 2003^[13]; Hallinger and Heck, 1998^[14]). As empirical studies from the United States suggest, effective school leadership may help reduce teacher turnover, strategically retain high-performing teachers, and dismiss teachers with performance concerns (Grissom and Bartanen, 2018^[15]; Kraft, Marinell and Shen-Wei Yee, 2016^[16]). Long-standing research and policy discourse have stressed the importance of pedagogical leadership in particular, that is of creating the environments in which teachers continuously improve their competencies to support student learning (OECD, 2016^[17]; OECD, 2013^[18]; Pont, Nusche and Moorman, 2008^[19]; Robinson, Lloyd and Rowe, 2008^[20]). More recent research points to some forms of pedagogical leadership that are more effective than others (Grissom, Loeb and Master, 2013^[21]), and to the importance of organisational management and other skills (Liebowitz and Porter, 2019^[22]; Grissom and Loeb, 2011^[23]).

Beyond teachers and school leaders, there are many other adults whose contributions to the holistic learning of students and the overall improvement of schools are increasingly recognised (Heller, 2018^[24]; Masdeu Navarro, 2015^[25]). Teacher aides may support teachers in providing instruction to students, while professional support staff may assist the instructional programme or provide health and social services to students. As the OECD review shows, in many countries guidance counsellors and school librarians, as well as doctors, nurses, psychologists, social workers and social pedagogues work in or with schools. Some countries also have dedicated support staff for the inclusion of special needs students or the creation of a good school climate. Administrative, maintenance and operations staff support school management and operation. The OECD review illustrates the wide range of staff that may work in and with schools (see Annex 1.A and Annex 1.B).

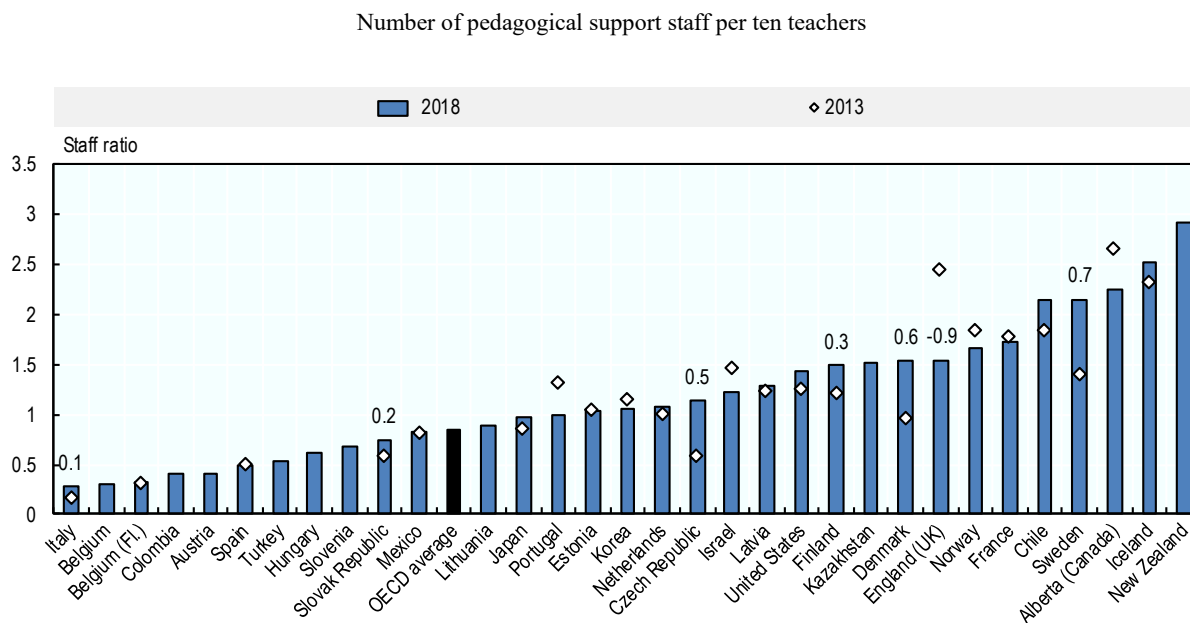
Which types of staff are employed, by whom and where will depend on many contextual factors in a school system, including its educational goals, curricula and school network organisation as well as the distribution of responsibilities and regulations for school staffing. While some staff will work directly in schools, others will support the delivery of education externally. Where schools collaborate and share staff, experience and knowledge, staff resources extend beyond the individual school and support education quality more broadly. With the inclusion of children with special needs, for instance, special needs schools and their staff have taken on a broader role in a number of school systems, supporting inclusive instruction across mainstream schools (OECD, 2018^[26]).

In addition, in many countries, psychological, medical and paramedical staff are employed in specialised resource centres and work across a number of schools.

In the context of broad, future-oriented learning goals and related changes to the organisation of schools, a number of school systems are reconsidering the distribution and roles of different types of staff in their schools to ensure they collectively support student learning and well-being both inside the classroom and the broader school context. Changes to the organisation of the school day in Austria and Denmark, for example, have required the presence of different types of staff in schools to support equity and holistic student learning (Nusche et al., 2016^[27]; Nusche et al., 2016^[28]). Similarly, the inclusion of children with special needs in the Czech and Slovak Republics has led to changes in the mix of staff in schools (Santiago et al., 2016^[29]; Shewbridge et al., 2016^[30]).

The OECD Teaching and Learning International Survey (TALIS) regularly asks principals to report on the staff resources of their school (see Figure 1.1 and Figure 1.2) (OECD, 2019^[31]; OECD, 2014^[32]).¹ These figures need to be interpreted with care, given their self-reported nature and the role of factors such as the size of schools (number of students and teachers) and the organisation of the school network, as well as the task profile of different staff, including teachers. Nevertheless, they give an idea of the presence of other staff types besides teachers and leaders in schools.

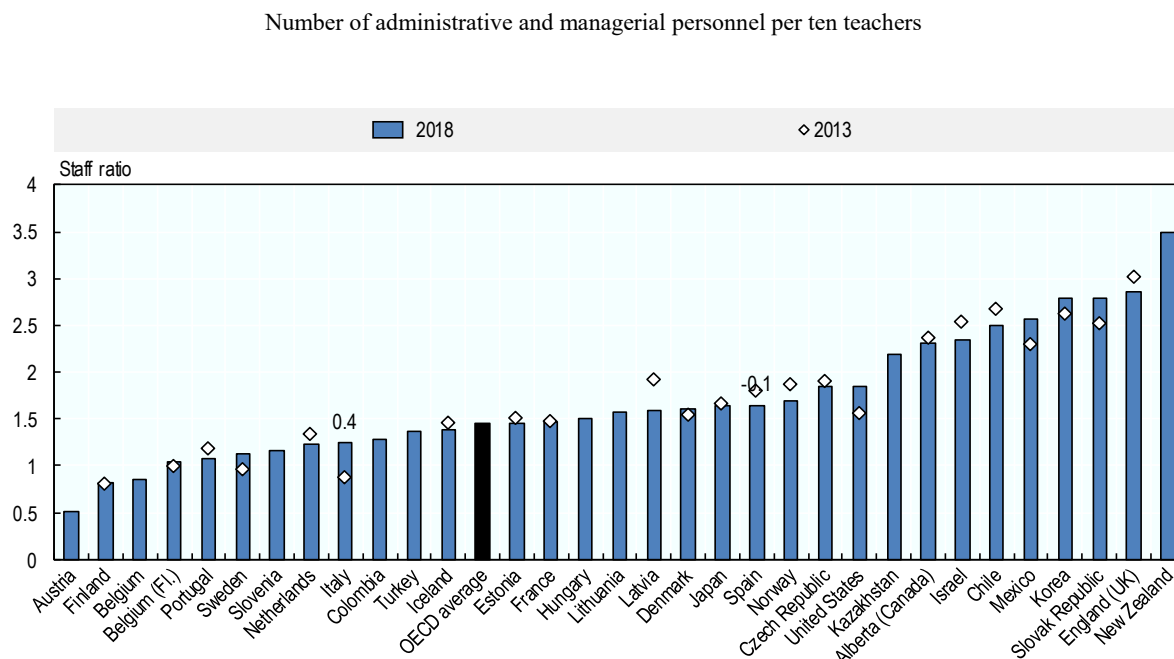
As the data show, there are considerable differences in the presence of different types of staff across school systems. There are more than two pedagogical support staff per ten teachers in Alberta (Canada), Chile, Iceland, New Zealand and Sweden, but there is less than one pedagogical support staff position for every twenty teachers in Austria, Belgium, Colombia and Italy. In a number of school systems, the presence of pedagogical support staff has increased significantly over recent years, notably in the Czech Republic, Denmark, Finland, Sweden, and the Slovak Republic. In England (United Kingdom), there were fewer pedagogical support staff per teacher in 2018 than in 2013. The share of administrative and managerial staff has remained more stable, with changes only reported for Italy and Spain.

Figure 1.1. Change in pedagogical support staff (ISCED 2), 2013-2018

Notes: Pedagogical support staff includes all teacher aides or other non-teaching professionals who provide instruction or support teachers. These data are reported by principals and represent the average of school-level data (both public and private) in each country. The education provision in these schools may extend across ISCED levels (e.g. in schools that offer both lower and upper secondary education) and therefore may not apply only to teachers or students in lower secondary education. Statistically significant changes between 2013 and 2018 are indicated above the bars. The OECD average corresponds to the arithmetic mean of the estimates for OECD countries or economies with available data. On 25 May 2018, the OECD Council invited Colombia to become a Member. While Colombia is included in the OECD average reported in this figure, at the time of its preparation, Colombia was in the process of completing its domestic procedures for ratification and the deposit of Colombia's instrument of accession to the OECD Convention was pending.

Sources: OECD (2019), *TALIS 2018 Results (Volume I): Teachers and School Leaders as Lifelong Learners*, OECD Publishing, Paris, <https://doi.org/10.1787/1d0bc92a-en>, Table I.3.74.; OECD (2014), *TALIS 2013 Results: An International Perspective on Teaching and Learning*, OECD Publishing, Paris, <https://doi.org/10.1787/9789264196261-en>, Table 2.18.

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Figure 1.2. Change in administrative and managerial staff (ISCED 2), 2013-2018

Notes: School administrative staff includes receptionists, secretaries and administration assistants, while management staff includes principals, assistant principals and other management staff whose main activity is management. These data are reported by principals and represent the average of school-level data (both public and private) in each country. The education provision in these schools may extend across ISCED levels (e.g. in schools that offer both lower and upper secondary education) and therefore may not apply only to teachers or students in lower secondary education. Statistically significant changes are indicated above the bars. The OECD average corresponds to the arithmetic mean of the estimates for OECD countries or economies with available data. On 25 May 2018, the OECD Council invited Colombia to become a Member. While Colombia is included in the OECD average reported in this figure, at the time of its preparation, Colombia was in the process of completing its domestic procedures for ratification and the deposit of Colombia's instrument of accession to the OECD Convention was pending.

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Despite the presence of a broad range of staff in schools, much remains to be understood about their roles and task profiles and how they support the provision of education. The evidence on the educational benefits of learning support staff, for instance, is quite mixed. While some forms of support, such as student guidance counsellors, have been shown to improve teachers' perceptions of the school climate and reduce misbehaviour (Reback, 2010^[33]), there is no conclusive evidence on the relative effectiveness of different staff types. For example, benefits were found for the use of community teacher assistants in India by Banerjee et al. (2007^[34]) and for the use of ancillary teaching staff in Australia by Cobb-Clark and Jha (2016^[35]), but no impact was found related to the deployment of teacher aides in the United States (Mosteller, 1997^[36]).

Arguably, however, the presence of a wide range of staff has the potential to enable schools to better meet their individual students' academic, social and emotional needs. Even staff

who are not directly linked to student instruction may participate in the creation of a good learning environment. Staff providing essential ancillary services, such as transportation, cleaning and school meals, also contribute to student safety and well-being, for example (Meals, 2018^[37]).

The experience of the OECD review illustrates these points. In Sweden, individual schools and municipalities reportedly involve canteen staff and technicians to add to the learning of students in areas like nutrition and technology. In Portugal, technical and operational assistants supervise students during non-instructional periods in the cafeteria, recess and hallways and support student engagement by de-escalating and re-integrating disruptive students into class (Liebowitz et al., 2018^[38]). Moreover, different types of staff may help ensure supportive working conditions for teachers and school leaders, for instance by taking over tasks and helping them focus on other responsibilities, as is the case for secretaries, accountants and laboratory assistants.

Conversely, depending on different system goals and cultural traditions, teachers or school leaders taking on particular tasks that are traditionally associated with other staff categories may also be seen as part of an overall educational vision. In Japan, for example, teachers are expected to perform a range of pedagogical non-teaching tasks besides teaching. According to the Japanese Ministry of Education, Culture, Sports, Science and Technology, this includes supervising children as they clean the school and help serve school lunches to classmates, all of which seeks to cultivate balanced life skills, including a solid academic ability, richness in mind, and a healthy body (OECD, 2018, p. 53^[39]).

As is explored in this report, it is thus important for schools and school systems to take a holistic view of the staff mix they have in schools, the tasks and responsibilities that are expected of different staff and the way different staff use their time (see Annex 1.A).

1.2. Human resource policies shape working and learning environments in schools

In the context of this report, human resource policies broadly refer to the regulations and principles of action that shape who school staff are and what they do, through their direct influence on careers, staff distribution and professional learning.

The OECD review identified a set of common challenges in the design and implementation of human resource policies that emerged in some form or another in the participating countries. Most prominently, this includes the following:

- Careers, salaries and working conditions remain unattractive and may act as a barrier for talented individuals to pursue a career in teaching or school leadership.
- The most effective and experienced teacher and school leadership staff are rarely matched to the schools and students that need them the most.
- Traditional professional development systems often fall short of supporting continuous growth for those supporting learning in schools.

Following this introductory chapter, the subsequent chapters will focus on policies to address these challenges, notably to i) develop attractive and motivating careers for school staff, ii) distribute school staff effectively and equitably and iii) support powerful professional learning. The report highlights the need to consider all adults who work in schools and points to how they can contribute to their effectiveness wherever possible (see Annex 1.A and Annex 1.B). However, due to the limited availability of comparable

information on other staff, the systematic analysis of this report focuses on teachers and school leaders.

Each chapter will provide comparative data, evidence from research as well as policy experiences and evaluations from participating countries. Table 1.1 provides an overview of the more specific aspects of inquiry of these policy dimensions.

Table 1.1. Policy dimensions and aspects of analysis covered in this report

	Policy dimension	Aspects of analysis
Chapter 2	Attractive and motivating careers	Setting entry requirements at the right level Designing career structures with opportunities for promotion and specialisation Establishing salary scales to attract new entrants and reward improvement Improving working conditions, working time arrangements and task profiles
Chapter 3	Effective and equitable staff distribution	Forecasting staffing needs to match supply and demand Financing school staff to meet school needs Matching staff mix to individual schools Providing effective staff to high-needs schools Assigning teachers within schools to promote effectiveness and equity
Chapter 4	Powerful professional learning	Designing initial preparation of teachers and school leaders Linking initial education to practice in schools Making off-site professional development more effective Strengthening school-based professional learning and collaboration Supporting knowledge development and professional networks Refocussing professional evaluation on improvement

Further, in terms of scope, this report considers human resource policies and practices that may be designed at different levels of school systems – from the central level to individual schools – and, where relevant, how they interact. This also reflects that countries differ greatly in the governance of their school systems. The report covers all levels of mainstream school education, from primary to upper secondary education (ISCED levels 1-3) and seeks to recognise differences in human resource policies between levels of school education wherever possible given the available data. Private providers – publicly funded or not – make up a considerable part of student enrolment in some countries (see (OECD, 2018_[26]) and (OECD, 2017_[40])). This report focuses on human resource policies for teachers in the public school sector, which may also apply to teachers in publicly funded private schools depending on the school system concerned.

1.2.1. Strengthening, recognising and preserving the impact of school staff on students

This report aims to identify human resource policies that support effective working and learning environments in schools. It finds that effective human resource policies leverage the professional agency of teachers, school leaders and other school staff. Thereby, they contribute to strengthening, recognising and preserving the positive impact that school staff can have on students and their learning.

The ultimate objective of policies discussed in this report is to create conditions in which school staff can best support student learning. However, the impact of human resource policies on student learning is not direct, but rather the product of a variety of mediated effects and underlying mechanisms. The influence of teachers, school leaders and other staff on their students operates through their capacity to design effective classroom and

school-wide processes. This capacity can, in turn, be enhanced through effective human resource policies.

Of course, student learning is affected by multiple factors, many of which are beyond the control of individual teachers, school leaders and other staff. In particular, social and economic backgrounds also significantly shape students' academic achievement and well-being (OECD, 2018^[41]; OECD, 2017^[42]; Sirin, 2005^[43]). As illustrated by Albornoz et al. (2018^[44]), the responses of different actors within school systems (parents, students, teachers, school leaders and policy makers) also interact, making it difficult to predict outcomes and attribute them to a particular cause (also see Todd and Wolpin (2003^[45])). Although student achievement as measured on standardised tests is often the main outcome considered in empirical studies of policy effectiveness, this report aims to widen the perspective by taking a broad approach to student learning (more on this in the next section) and relating it to other desirable policy outcomes.

Besides creating the conditions for effective teaching and learning, human resource policies typically aim to create effective working environments for school staff. In this context, stated objectives generally include staff well-being and job satisfaction at the individual level, as well as social status or professional cultures at the level of the school or the profession as a whole. While many of these, in turn, influence the capacity of adults to support student learning through high quality teaching and leadership, they are also important in their own right and will be considered as independently desirable policy goals and outcomes throughout this report.

Human resource policies influence both individual and collective capacity in schools. They can help ensure that schools are staffed with well-prepared individuals who benefit from motivating working conditions and opportunities for professional learning (their individual resources), but also that adults in schools work together in effective ways and solve local problems (their collective or social resources). While the practices of individuals working in schools and their qualifications and experience are important, so are the collective processes, cultures and interactions between staff that contribute to the success of a school as a whole (Papay and Kraft, 2017^[46]; Johnson, 2009^[47]).

Finally, human resource policies may also seek to strengthen the professionalism of teachers and school leaders. Professionalism is a historically changing and socially constructed concept that can be understood in different ways (see Box 1.1 for definitions). However, a recurrent dimension in most definitions of professionalism is a focus on the autonomy and responsibility of the profession to exercise a degree of self-regulation.

In the context of this report, teachers' and school leaders' professional agency – that is their active contribution to shaping their work and its conditions (Biesta, Priestley and Robinson, 2015^[48]) – emerged as a key element of successful human resource policies. The analysis of policies developed in the countries participating in the School Resources Review confirmed in many contexts that the active engagement of teachers and school leaders in shaping the parameters of their work was crucial to successful teaching and school leadership. Professional agency, which results from the interplay of individual efforts, available resources and contextual and structural factors (Biesta and Tedder, 2007^[49]) thus constitutes an important element of individual and collective capacity of teachers and school leaders, shaping both policy and practice in school education.

Box 1.1. Conceptualising teaching as a profession

The concept of teacher professionalism has been used in educational research and policy for many decades with changing definitions (Holroyd, 2000^[50]). Most definitions of a “professionalised” workforce include references to one or several of the following dimensions of professionalism, articulated by Millerson (1964^[51]) over 60 years ago, namely the existence of:

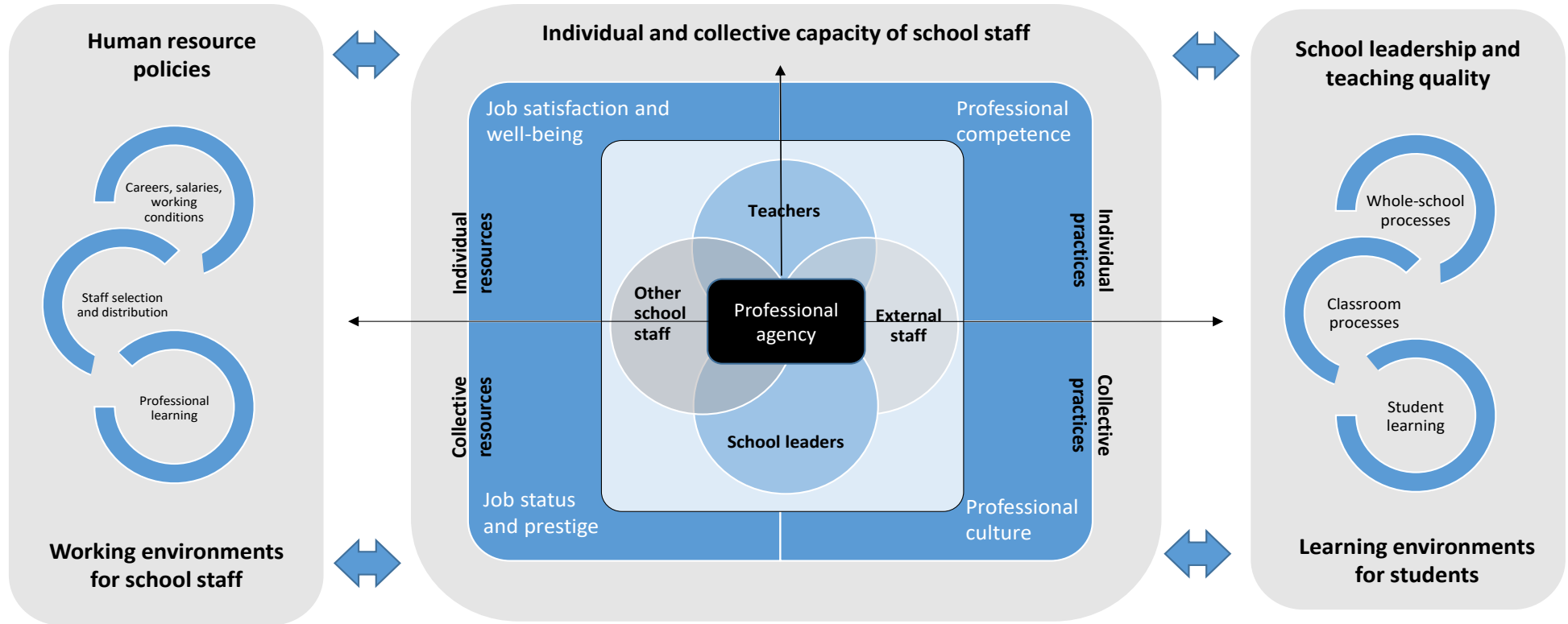
- a body of knowledge and skills that professionals should master (cognitive dimension)
- a particular service orientation and self-regulatory and distinctive ethics (normative dimension)
- approaches to evaluating and ensuring the competence of professionals so as to differentiate the profession from other occupations (evaluative dimension).

The OECD Teaching and Learning International Survey (TALIS) defines teaching as a profession underpinned by five pillars (OECD, 2019^[31]):

- **the knowledge and skills base**, which includes shared and specialised knowledge, as well as standards for access to the profession and development of specific skills through pre-service training and in-service professional development
- **the status and standing of the profession**, captured through the ethical standards expected of professional workers, the intellectual and professional fulfilment of the job, and the working regulations applying to teaching (such as competitive reward structures on par with professional benchmarks and room for career progression)
- **peer control**, which relies upon self-regulated and collegial professional communities that provide opportunities for collaboration and peer feedback to strengthen professional practices and the collective identity of the profession
- **responsibility and autonomy**, captured through the degree of autonomy and leadership that teachers and school leaders enjoy in their daily work, to make decisions and apply expert judgement and to inform policy development at all levels of the system, so that professionalism can flourish
- **the perceived prestige and societal value of the profession.**

While often lacking conceptual clarity, the notion of professionalism has been used over time to advance different aims. In some contexts, the concept has been used as a means to improve the status, salary and conditions of teachers (Hargreaves, 2002^[52]; Englund, 2002^[53]; Freidson, 1994^[54]; Fox, 1992^[55]; Hoyle, 1974^[56]). Other, more prescriptive and managerial interpretations have set professionalism as a means to ensure public confidence in teachers’ performance in relation to goals and standards, typically set “from above” at the system level (Sachs, 2015^[57]; Hoyle, 2001^[58]; Ozga, 1995^[59]; Sockett, 1996^[60]; Troman, 1996^[61]) and McClelland, 1990 cited in Evetts (2003^[62]). Finally, more contextually defined and democratic interpretations of professionalism “from within” highlight the importance of teachers’ own agency in contributing to defining and achieving objectives for their students, their school, the community, the system and the profession itself (Sachs, 2015^[57]; Evans, 2008^[63]; Newman and Clarke, 1997^[64]; Day and Sachs, 2005^[65]) and McClelland, 1990 cited in Evetts (2003^[62]).

Figure 1.3. Human resource policies for schools: a conceptual framework



1.2.2. Supporting collaborative learning, teaching and leadership in schools

This report understands student learning in a broad sense to encompass the acquisition of academic skills, but also social, emotional and ethical skills, which matter in individuals' lives and for the creation of productive, equitable and socially cohesive societies (Levin, 2012_[66]; Heckman, Stixrud and Urzua, 2006_[67]). As OECD (2017, p. 19_[42]) highlights, “schools are not only places where students acquire academic skills; they are also where children develop many of the social and emotional skills that they need to thrive”. Such broader learning outcomes are also recognised in the United Nations 2030 Agenda for Sustainable Development which “calls for education that goes beyond the transfer of knowledge and desirable behaviours by focusing on multiple perspectives – economic, ecological, environmental and socio-cultural – and by developing empowered, critical, mindful and competent citizens” to address complex sustainability issues (UNESCO, 2016_[68]).

In this context, the OECD's Future of Education and Skills 2030 project sets out an aspirational vision for the future of education supporting such broader goals. The project's learning framework is built around the concept of “student agency”, defined as the capacity to set a goal, reflect and act responsibly to effect change in different contexts. The concept is rooted in the principle that students have the ability and the will to positively influence their own lives and the world around them. The framework highlights however that agency does not simply mean student autonomy or choice; agency is exercised in a social context where students interact with their peers, teachers, families and communities, hence the goal is also to build students “co-agency” with others (OECD, 2019_[69]).

If education systems are serious about student agency and collaboration as key goals, these concepts also need to be modelled by schools and the adults working in them. In general, learning depends also on how the school as a social context supports teaching and student engagement (Bryk et al., 2010_[70]). Depending on the context, building a professional culture around a sense of collective responsibility for students, common expectations for both students' learning and staff performance and shared beliefs about teaching and learning can be an important part of a school's improvement strategy. The professional culture among staff in a school can then be a key dimension for school improvement – besides other factors such as a sense of identity, community and belonging, and the incorporation of improvement processes into regular work practices (Bellei et al., 2016_[71]).

Collaboration between teachers constitutes a powerful form of professional learning as highlighted in Chapter 4 of this report. More broadly, through collaboration and co-ordination, students may benefit from the combined skills and experiences of all staff rather than the unique strengths and personal limitations of an individual staff member. Collaboration across classrooms and school grades and broader school-based activities can ensure that staff in schools co-ordinate their efforts and are more knowledgeable about the academic, social and emotional needs of their students. Based on such knowledge of their students' holistic needs, teachers, school leaders and others can then decide how best to address them (Kraft et al., 2015_[72]; Johnson, 2009_[47]). Moreover, as highlighted in Chapter 4, schools that work with a wide range of staff may draw on diverse knowledge and skills to support professional learning through collaboration (e.g. between canteen staff and home economics teachers on nutrition; between social workers and teachers on school climate; between school librarians and teachers on media literacy).

While the benefits of collaborative cultures in schools are widely recognised, there is still limited knowledge regarding the policy frameworks that best support them. Attempts to impose professional collaboration may be counter-productive and overcrowd staff schedules with time requirements that may inhibit self-initiated forms of collaboration and innovation. On the other hand, relying only on professional agency without providing supports in the form of dedicated time, evidence-based protocols and policy environments that encourage collaboration, feedback and innovation risks leaving many schools and students behind (Hargreaves and O'Connor, 2018^[73]).

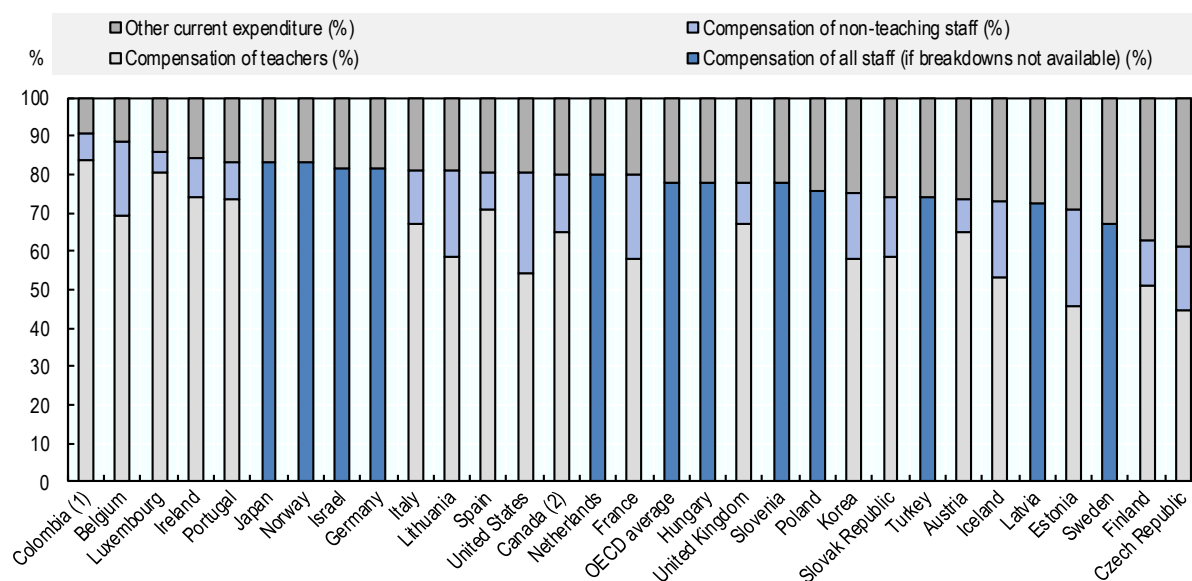
This report builds on the recognition that effective collaboration in schools can increase both staff satisfaction and students' growth. It also highlights that a focus on the collective improvement of teaching and leadership in a school rather than just the individual improvement of teachers and leaders requires a change in perspective throughout all aspects of human resource policies, including recruitment, career structures, professional learning and evaluation.

1.3. Human resource policies influence effectiveness and efficiency of spending

From a financial perspective, the importance of teachers, school leaders and other school staff is borne out in the investments that school systems make in their staff. In many countries, the educational workforce makes up a substantial part of public employment, and, as shown in Figure 1.4, spending on staff constitutes the largest expenditure item in any OECD education budget. On average across the OECD, school systems allocate around 80% of their annual expenditure to staff salaries. In 2016, across OECD countries, an estimated 63% of current spending on schools was allocated to teacher salaries and another 15% to the salaries of other staff. However, countries apportion vastly different levels of resources to teacher and staff salaries, ranging from less than 65% of the operating budget in the Czech Republic and Finland to more than 85% in Belgium, Colombia and Luxembourg (OECD, 2019, pp. 340, Table C6.2.^[74]).

Figure 1.4. Share of current expenditure spent on staff and other resources, 2016

Public and private institutions in primary, secondary and post-secondary non-tertiary education



Notes: Countries are ranked in descending order of the share of all staff compensation in primary, secondary and post-secondary non-tertiary institutions. The variation in the share of expenditure allocated to non-teaching staff salaries also reflects differences in the definitions of staff categories across countries. On 25 May 2018, the OECD Council invited Colombia to become a Member. While Colombia is included in the OECD average reported in this figure, at the time of its preparation, Colombia was in the process of completing its domestic procedures for ratification and the deposit of Colombia's instrument of accession to the OECD Convention was pending.

1. Year of reference 2017.

2. Primary education includes pre-primary programmes.

Source: OECD (2019), *Education at a Glance 2019: OECD Indicators*, OECD Publishing, Paris, <https://doi.org/10.1787/f8d7880d-en>, Figure C6.2.a., Table C6.2.

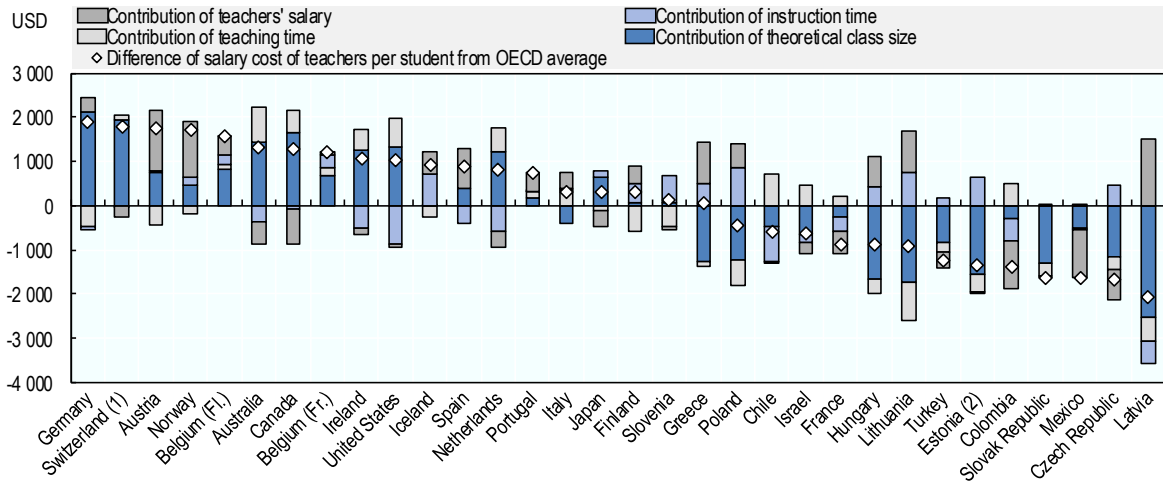
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This report analyses human resource policies from both an educational and a resource effectiveness perspective, wherever possible. Figure 1.5 illustrates cross-country variations in staff expenditure, highlighting some of the factors that explain different levels of staff spending. While the level of teachers' salaries is the most important source of variation between countries, other factors also shape overall spending levels.

As illustrated by the figure, choices to offer or require smaller class sizes, longer teacher working hours or less instructional time per teacher all increase the number of teachers required and raise per student spending. As will be explored in the report, decisions about employment conditions, the staff mix in schools and the types of professional learning on offer also influence expenditure levels. These investment trade-offs, as well as many others discussed in this report, represent important policy decisions that should be informed by an analysis of national and local contexts and the best possible evidence of effectiveness.

Figure 1.5. Contribution of various factors to salary cost of teachers per student (ISCED 1), 2017

In USD (US dollars) converted using PPPs (Purchasing Power Parities) for private consumption



Notes: This figure shows the contribution (in USD) of the factors influencing the difference between salary cost of teachers per student in the country and the OECD average. For example, in Poland, the salary cost of teachers per student is USD 429 lower than the OECD average. Poland has a smaller theoretical class size (+ USD 521) and less teaching time (+ USD 864) than the OECD average, both of which push the salary cost of teachers up. However, this is more than compensated for by below-average teachers' salaries (- USD 1 226) and below-average instruction time (- USD 588), which push the cost down. Teachers' salaries refer to annual statutory salaries in public institutions. Countries and economies are ranked in descending order of the difference between the salary cost of teachers per student and the OECD average.

1. Teachers' statutory salaries after ten years of experience instead of 15 years.
2. Teachers' statutory salaries at the start of their career instead of after 15 years of experience.

Source: OECD (2019), *Education at a Glance 2019: OECD Indicators*, OECD Publishing, Paris, <https://doi.org/10.1787/f8d7880d-en>, Figure C7.2, Table C7.2.

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As the experience of OECD review countries suggests, the overall resource implications of human resource policy changes are often underestimated in the design stage. To be effective, human resource policies must recognise important resource trade-offs and be implemented in ways that are sensitive to the unique contexts and cultures of schools and school-level professions. This report will articulate various policy options and describe the nuances and subtleties required to implement successful human resource policies in different contexts.

Likewise, human resource policies must be complemented by supportive funding mechanisms that are based on sufficient levels of spending and that are aligned with policy priorities and educational objectives. As research from the United States suggests, the level of resources matters, even if still more needs to be understood in what contexts and how (Jackson, 2018_[75]). Insufficient investments in professional staff or spending reforms driven by reductions in teachers' salaries, initial education and professional learning may make a career in schools less attractive and motivating, thus crowding out the best and most qualified professionals. School funding is discussed in depth in the project's dedicated thematic report (see OECD (2017_[40])).

Given the labour-intensive nature of school education, policy decisions on human resources in schools have a substantial impact on educational spending. School education is costly and getting more so, reflecting a continuous increase in the cost of human resources since public sector services which rely on non-routine tasks have limited potential for growth in productivity over time (Wolff, Baumol and Saini, 2014^[76]; Baumol, 2012^[77]).

Furthermore, rapid social and technological change requires continuous investments in professional learning to prepare teachers, school leaders and other staff to meet the changing needs in classrooms and educational provision. In other words, the cost of human resources in school education is rapidly growing to cover both intrinsic and extrinsic needs of continuing professional learning for adults in schools to maintain the effectiveness and relevance of their practice.

1.4. Human resource policies need to be carefully designed and implemented

Many countries find that reforms are necessary to make careers in schools more attractive and motivating, distribute staff more effectively and equitably, and promote professional learning that meets individual, school and system goals. However, reforming policies that directly influence working environments in schools can pose significant design and implementation challenges (Viennet and Pont, 2017^[78]). Human resource policy reforms often involve a degree of uncertainty about the distribution of their benefits and are likely to cause resistance among those who feel they lose out, whether in absolute or relative terms. Policy makers also need to bear in mind the inertia of reform processes and the significant amount of time that it can take for a change in policy that applies to new staff to reach all or even just a majority of the profession.

The complex governance arrangements underpinning policies for school staff further complicate the design and implementation of reforms since they may require multiple levels of government to act in concert and social partners and professional organisations to be involved. Engaging in open dialogue with stakeholders and involving them in reform design and implementation processes are key principles of effective governance (Burns and Köster, 2016^[79]).

To build and sustain trust for their implementation, human resource policies must be underpinned by clear communication, consensus building among the various stakeholders, and processes for prioritising competing claims on resources. At a system level, the involvement of teacher and school leader unions and professional bodies in defining the parameters of their roles and the conditions needed to carry them out effectively is key to preserving and mobilising staff professionalism (OECD, 2015^[80]).

Special attention also needs to be paid to the role of school leadership as the interface between system-level policy changes and school-based initiatives (Pont, Nusche and Moorman, 2008^[19]). School leaders' capacity to shape and implement policy changes in a way that makes sense in their local context is essential for reforms to be meaningful at the school level. This requires support mechanisms as well as opportunities for professional exchange, regular feedback, mentoring and professional learning. The time demands placed on school leaders also need to be reviewed carefully.

Across national contexts, school leaders often report working excessive hours. Simply demanding more of school leaders in terms of changing working processes and leading professional improvement in their school is unlikely to either generate positive results or improve their recruitment and retention. In this context, a critical consideration is to redistribute resources within schools and systems to shift some responsibilities for school

management, professional evaluation and pedagogical leadership to permit those responsible for each task to be able to do so effectively (see in particular Chapter 2).

Teachers' involvement in the decision-making processes that affect their work can provide a means for schools to mobilise leadership capacity at all levels (Ingersoll, Sirinides and Dougherty, 2017^[81]; York-Barr and Duke, 2004^[82]). It can offer teachers an opportunity to communicate and address their needs while assuming greater collective responsibility for their school's improvement. An extensive body of research points to professional autonomy as a key dimension of job characteristics that affect workers' sense of self-efficacy, their satisfaction and intrinsic motivation (Hackman and Oldham, 1976^[83]). It has also been shown to affect turnover rates among some groups of teachers (Ingersoll and May, 2012^[84]). Fostering trusting relationships that allow professionals to individually or collectively take control over their work and working conditions can therefore strengthen their individual motivation and self-efficacy and generate positive outcomes at the organisational and system level.

1.5. How this report looks at human resource policies

This report was prepared as part of a major OECD study on the effective and equitable use of school resources resulting in the publication series *OECD Reviews of School Resources*. This publication series encompasses thematic comparative reports that synthesise the review's major findings on school resource policies, drawing on evidence from research and the project's country-specific analyses. The three thematic reports published thus far cover the following topics: i) the funding of school education (OECD, 2017^[40]), ii) school facilities, sectors and programmes (OECD, 2018^[26]) and iii) human resource policies (present report). Box 1.2 provides more information on the main features of the study.

This report on human resource policies builds on previous policy-based work undertaken by the OECD as part of the Teachers Matter and Improving School Leadership projects (Pont, Nusche and Moorman, 2008^[19]; OECD, 2005^[85]), and the organisation's large-scale surveys TALIS and PISA and the data and insights they generate on the role of teachers, school leaders and other staff in school systems.

This report also links to and supports the wider international agenda of the United Nation's Sustainable Development Goals (SDGs) adopted in September 2015, which recognise the important role of teachers and teaching for effective learning at all levels of education. Sustainable Development Goal 4 to ensure "inclusive and equitable quality education and promote lifelong learning opportunities for all" includes a commitment to: "ensure that teachers and educators are empowered, adequately recruited, well-trained, professionally qualified, motivated and supported within well-resourced, efficient and effectively governed systems" (UNESCO, 2016, p. 8^[86])

Target 4.c of the SDGs relates specifically to teachers: "By 2030, substantially increase the supply of qualified teachers, including through international co-operation for teacher training in developing countries, especially least developed countries and small island developing States" (United Nations, 2015^[87]). Other targets, means of implementation, and indicators of Goal 4 indirectly address the contribution of teachers to quality education. For example, the intent underlying indicator 4.7.1 is to monitor the "[e]xtent to which i) global citizenship education and ii) education for sustainable development, including gender equality and human rights, are mainstreamed at all levels in: a) national education policies, b) curricula, c) teacher education and d) student assessment" (UNESCO, 2016, p. 79^[86]).

This present report on human resource policies is also related to similar work undertaken by other international organisations. In 2015, UNESCO's International Task Force on Teachers for Education for All (2015_[88]) published a teacher policy development guide. Drawing on experiences and good practices among its members, the International Labour Organization (ILO) published a Handbook of good human resource practices in the teaching profession in 2012 (ILO, 2012_[89]). In 1966, both organisations published a Recommendation concerning the Status of Teachers, an international instrument which provides guidance for governments, employers, teacher unions, and other stakeholders in the crafting of effective teacher policies (UNESCO/ILO, 2016_[90]).

Box 1.2. The OECD School Resources Review

The OECD Review of Policies to Improve the Effectiveness of Resource Use in Schools (also known as the School Resources Review) was launched in 2013. This review is conducted in collaboration with countries and under the guidance of the OECD Group of National Experts (GNE) on School Resources, a subsidiary body of the OECD Education Policy Committee (EDPC). The GNE on School Resources comprises representatives from all participating countries and other OECD countries. It guides the review and facilitates the exchange of information and experiences concerning school resources among countries. Between May 2014 and November 2019, the GNE on School Resources held six official meetings at the OECD in Paris. These were open to all OECD member countries and observers to the Education Policy Committee as well as to the Trade Union Advisory Committee to the OECD (TUAC) and the Business and Industry Advisory Committee to the OECD (BIAC).

The review aims to respond to the strong interest in the effective use of school resources evident at national and international levels. It provides analysis and policy advice on the use of school resources to help governments achieve quality, efficiency and equity objectives in school education. It focuses on primary and secondary levels, although links to other levels of education are also established where relevant.

Key issues for analysis

School systems use a broad range of resources. This review primarily considers three types of closely interlinked resources:

- **school funding** (e.g. education spending, funding allocation mechanisms)
- **school networks** (e.g. school size, location, facilities, sectors and programmes)
- **school staff** (e.g. teachers, school leaders, professional support staff).

Other resources, in particular **time** and **information and communication technologies (ICT)** may be considered in a second stage of the project.

The overarching policy question guiding the review is “What policies best ensure that school resources are effectively used to improve student outcomes?”

The analysis is structured around three dimensions of policy:

- **governance** (who makes decisions about resource use and how are they implemented)
- **distribution** (how to allocate resources across different priorities)

- **management** (how to plan, evaluate and follow up on resource use).

Review objectives and methodology

The work of the School Resources Review is designed to support governments in developing effective national education policies. In particular, the project proposes policy options to ensure that school resources are effectively and equitably used to improve student outcomes. The project provides opportunities for countries to learn from one another by exchanging best practices, and to gather and disseminate evidence on effective resource policies. Through the public dissemination of its results, the project also seeks to inform policy debates on school resources among relevant stakeholders.

The project involves a reflection about the policy implications of the currently available evidence on the use of school resources in a wide range of national settings. The evidence it draws on includes relevant academic and policy papers published in peer-reviewed journals, detailed information provided by countries on their school resource policies, as well as the experience and perspectives of a wide range of stakeholders in participating countries. The work is undertaken through a combination of desk-based analysis, country reviews and periodic meetings of the GNE on School Resources, which provides feedback on substantive documents and determines priorities for analytical work.

The work is organised in three overlapping strands:

- **An analytical strand** draws together different types of evidence – international indicators, country background reports (CBRs), academic research and policy papers – to understand the factors that shape resource use in school systems and develop a comparative perspective on resource policy issues.
- **A country review strand** provides individual countries with policy advice on resource issues tailored to their priorities, drawing on international evidence and the insights obtained by a team of experts visiting the country. For each country review, a team of up to five reviewers (including at least two OECD Secretariat members) analyses the country background report and subsequently undertakes an intensive case study visit of about eight days in length. Each study visit aims to provide the review team with a variety of perspectives on school resource policies and includes meetings with a wide variety of stakeholders. Country review reports are published in the series OECD Reviews of School Resources.
- **A synthesis strand** with the preparation of a series of thematic comparative reports. These blend analytical and review evidence and provide an overview of common challenges and policy options on specific themes.

Collaborations

This report was prepared within a broader framework of collaboration and a partnership with the European Commission (EC), which was established for the OECD School Resources Review. The support of the EC has covered part of the participation costs for members of the European Union Erasmus+ programme and contributed significantly to the preparation of the series of thematic comparative reports, including this publication. The review of Kazakhstan was undertaken in co-operation with the World Bank.

Other international agencies collaborating with the project include Eurocities, the European Agency for Special Needs and Inclusive Education, the European Investment Bank (EIB) Eurydice (Education Information Network in Europe), the Inter-American

Development Bank (IDB), the International Labour Organization (ILO), the IMTEC Foundation (International Movement Towards Educational Change), the Organising Bureau of European School Student Unions (OBESSU), the Standing International Conference of Inspectorates (SICI), the United Nations Educational, Scientific and Cultural Organization (UNESCO), UNESCO's Global Education Monitoring Report team (GEMR), and the UNESCO International Institute for Educational Planning (IIEP).

Social partners are also involved through the contribution of the Trade Union Advisory Committee to the OECD (TUAC) and the Business and Industry Advisory Committee to the OECD (BIAC), which participate in the GNE as Permanent Observers.

1.5.1. The evidence base

The analysis in this report is based on multiple sources of evidence, including, first and foremost, the analysis of countries actively participating in the review. In 2019, 21 school systems were actively engaged in the review and are referred to as the “OECD review countries” throughout this report. These 21 school systems represent a wide range of economic, social and cultural contexts. The diversity in approaches to their human resource policies enables this report to take a comparative perspective on key policy issues. In addition, this report seeks to go beyond information collected from OECD review countries by drawing on data collections and case studies from across the OECD and beyond, as well as the relevant international research literature.

The OECD review countries also took part in a collection of qualitative data on the main features of their human resource policies and prepared a detailed background report, following a standard set of guidelines. By November 2019, 12 of these school systems had also conducted a country review, undertaken by a review team consisting of members of the OECD Secretariat and external experts. Country reviews provide an independent analysis by the review team of identified strengths and challenges in the use of resources in these countries. In their analysis, the review teams drew on information gathered through interviews with a broad range of stakeholders, including social partners, during a main country review study visit.

This report draws on four main sources of information:

- Twelve country review reports completed by OECD-led review teams for the following school systems: Austria, Belgium (Flemish Community), Chile, Colombia, the Czech Republic, Denmark, Estonia, Kazakhstan, Lithuania, Portugal, the Slovak Republic and Uruguay.
- Eighteen country background reports completed by the following school systems: Austria, Belgium (Flemish Community), Belgium (French Community), Chile, Colombia, the Czech Republic, Denmark, Estonia, Iceland, Kazakhstan, Lithuania, Luxembourg, Portugal, the Slovak Republic, Slovenia, Spain, Sweden and Uruguay.
- Twenty-one responses to a qualitative data collection on national approaches to human resource policies provided by the following school systems: Australia, Austria, Belgium (Flemish Community), Belgium (French Community), Chile, Colombia, the Czech Republic, Denmark, Estonia, Iceland, Kazakhstan, Lithuania, Luxembourg, Mexico, Portugal, the Slovak Republic, Slovenia, Spain, Sweden, Turkey and Uruguay.

- A range of literature reviews bringing together research findings on relevant issues. Published literature reviews and analytical papers include, among others, OECD working papers on learning in rural schools and learning support staff.

1.5.2. The importance of context

When reading this report, it is important to keep in mind that the contexts within which human resource policies operate can vary markedly across countries depending on their historical traditions, educational cultures and economic and social conditions. Policy initiatives that work well in one national context are not necessarily transferable. The review has attempted to be sensitive to this through an approach that analyses human resource policies in relation to the values, vision and organisation of school systems in different countries as well as the broader economic, social, political and cultural contexts in which they operate.

It is important to note that not all policy directions apply equally across countries. In a number of cases, the ideas for policy are already in place, while for others they may have less relevance. The implications also need to be treated cautiously since in some instances the research base is not sufficiently strong enough across a number of countries to draw confident conclusions. Rather, the discussion attempts to distil potentially useful ideas and lessons from the experiences of countries that have been searching for better ways to mobilise, recognise and preserve the impact of their adults working in schools.

1.5.3. The structure of this report

The report has five chapters. Following Chapter 1 which lays out the importance of effective human resource policies for effective working and learning environments, Chapters 2-4 are concerned with the key substantive issues of human resource policies: attractive and motivating careers (Chapter 2); effective and equitable school staffing (Chapter 3); and powerful professional learning (Chapter 4). The chapters provide a description of policies and practices in countries, analyse strengths and weaknesses of different approaches, and provide ideas for policy.

Notes

¹ Note that the definitions provided to school principals are not exactly the same as those that are used throughout this report.

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Annex 1.A. Towards an international perspective on the mix of staff in schools

A range of staff with different roles and responsibilities work in and with schools supporting student learning and well-being

School systems employ a diverse range of staff in both instructional and non-instructional roles and positions to work in and with schools. This includes:

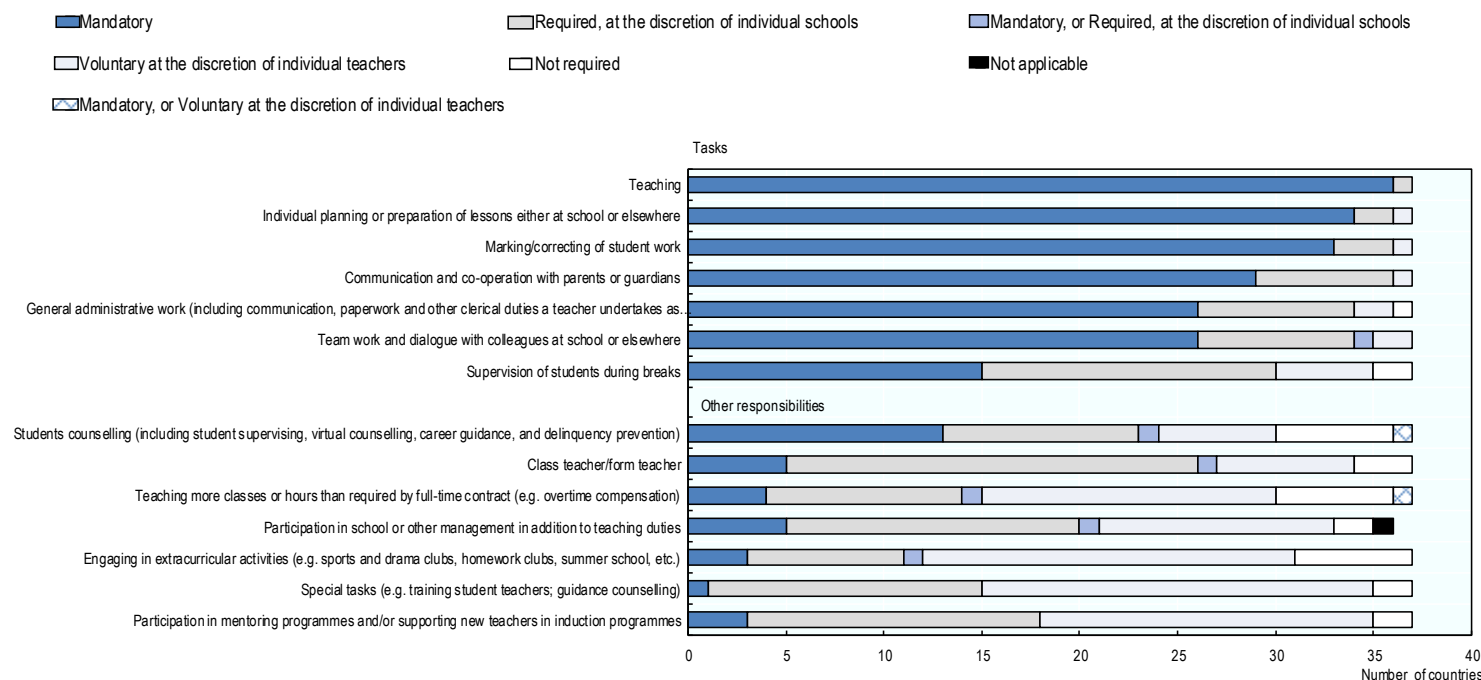
- staff responsible for school leadership and direct instruction, notably school leaders and teachers, but also teacher aides
- professional pedagogical, health and social support staff
- administrative, maintenance and operations staff (see Annex Box 1.A.1 for definitions).

Which types of staff are employed, by whom and where depends on a number of factors, as discussed in the following section. Notably, this includes the functions of different types of staff, i.e. the way their roles and responsibilities are defined. For example, while teachers' roles are broad and complex everywhere, there are differences in the non-teaching activities that are defined in regulations (and for which teachers may be trained and/or compensated) (see Annex Figure 1.A.1), and the roles that teachers may grow into as part of their career (see Chapter 2).

In addition, teachers often perform voluntary tasks such as extracurricular activities, student teacher support, guidance counselling and school or other management activities (OECD, 2019^[74]). Also the role of school leaders differs, which will influence the other types of staff that are required in schools. In some countries, school leaders hold teaching responsibilities; in others, they dedicate themselves fully to school leadership and management (see Annex Figure 1.A.2), to mention just one cross-country difference.

Annex Figure 1.A.1. Tasks and responsibilities required of teachers (ISCED 2), 2017

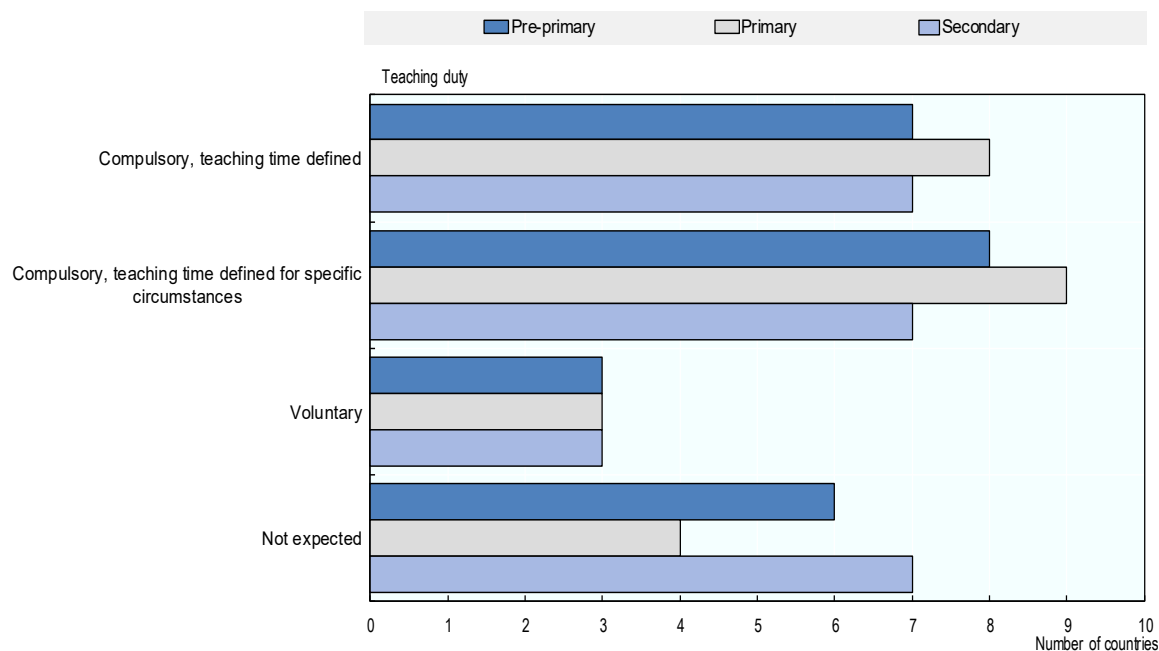
For teachers of general programmes in public institutions, OECD countries



Note: On 25 May 2018, the OECD Council invited Colombia to become a Member. While Colombia is included among the countries for which data are reported in this figure, at the time of its preparation, Colombia was in the process of completing its domestic procedures for ratification and the deposit of Colombia's instrument of accession to the OECD Convention was pending.

Source: OECD (2019), *Education at a Glance 2019: OECD Indicators*, OECD Publishing, Paris, <https://doi.org/10.1787/f8d7880d-en>, Tables D4.3.a. and D4.3.b.

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Annex Figure 1.A.2. Teaching requirement of school principals by level of education, 2018

Note: The figure refers to responsibilities in public institutions as defined explicitly in regulations and/or steering documents. The secondary level of education includes both general and vocational programmes in lower and upper secondary education.

Source: OECD (2019), *Education at a Glance 2019: OECD Indicators*, OECD Publishing, Paris, <https://doi.org/10.1787/f8d7880d-en>, Figure D4.a.

StatLink  <https://doi.org/10.1787/888934026259>

The OECD review illustrates the wide range of staff that may work in and with schools besides teachers and school leaders (see Annex Figure 1.A.3 and Annex 1.B). There is no comparative information about the employment regulations for school staff other than teachers and school leaders. However, the experience of the OECD review indicates that some types of staff may be regulated under the same legislation that applies to teachers and school leaders while others may not.

In the Czech Republic, for example, the Pedagogical Workers Act applies to teachers, but also different types of professional support staff (Ministry of Education, 2016^[91]). In Chile, by contrast, a specific statute stipulates the rights and duties of education assistants, a category of staff which brings together those who contribute to the delivery of education in professional, technical, administrative or auxiliary roles but are not teachers or school leaders (Ministerio de Educación, 2018^[92]).

Professional support staff working in and with schools

Looking more specifically at the type of professional support roles that exist in countries, many school systems employ professional pedagogical support staff such as guidance counsellors and school librarians, as well as health and social professionals, such as doctors, nurses, psychologists, social workers and social pedagogues. Depending on the role and the national context, some types of professional support staff may have been teachers prior

to assuming their new role or even continue teaching in their new role albeit with a reduced teaching load.

Annex Figure 1.A.3. Types of staff working in schools



A number of countries have established dedicated professional support staff roles to promote the inclusion of special needs students, for example:

- In Colombia, the Secretaries of Education of territorial entities certified to provide education can employ different support professionals (*profesionales de apoyo*), such as sign language interpreters, mediators and typists, to support the inclusion of students with special educational needs (SEN), for which they receive resources through the country's fiscal transfer mechanism (Sánchez, 2018^[93]; Ministerio de Educación Nacional, 2015^[94]).
- In Lithuania, schools can employ special educational needs specialists as professional pedagogical support staff to promote inclusive education (National Agency for School Evaluation, 2015^[95]).
- In Spain, the Autonomous Communities can employ a range of specialist support staff, in particular Teachers specialised in Therapeutic Pedagogy (PT), Teachers specialised in Hearing and Speech (AL), and Technical Teachers of Community Service (PTSC) (Eurydice, 2019^[96]).

In addition, some countries have created dedicated professional pedagogical support staff related to the school climate and student safety and well-being:

- In Chile, for example, a national initiative to foster a positive school environment was supported by creating the role of school climate co-ordinators (*encargado de convivencia escolar*) responsible for creating an action plan and implementing related measures at the school level (Santiago et al., 2017, p. 192^[97]).
- In the Czech Republic, school prevention specialist positions have been established at schools since the late 1990s. These specialists typically lead the development and implementation of a school prevention programme to address risky behaviours among students, such as truancy, addiction, violence, and bullying. They also advise and train other staff in the identification and prevention of risky behaviours (Ministry of Education, 2016, p. 83^[91]; Eurydice, 2019^[96]).

- In Denmark, behaviour, contact and well-being counsellors (*Adfærd-Kontakt-Trivsel*, AKT), support social processes in schools and areas related to behaviour, psychology and well-being. They can support individual students in and outside the classroom and work together with teachers in the classroom to help offer differentiated teaching according to students' needs. AKT counsellors can also initiate training in schools related to social issues, the development of social skills and inclusive communities, or general health education and the prevention of bullying and violence at school (Nusche et al., 2016, p. 149_[28]).

Of course, where such roles do not exist, other types of staff – including teachers – may fulfil related responsibilities as part of their task profile as the example of Colombia illustrates. In Colombia, school counsellors (*orientadores*) have the role to help resolve conflicts in school, foster the respect of human rights and the free personal development of students, support students with learning difficulties, provide guidance to parents and students, and develop activities with other institutions (Radinger et al., 2018, p. 212_[98]).

Also within countries, roles of different staff may overlap to some extent in the responsibilities their function entails. For example, in the Slovak Republic, there are social educators who perform tasks related to the prevention and intervention of risky behaviours with a focus on disadvantaged students. In addition, educational counsellors fulfil a range of tasks, including academic and vocational guidance, but also the prevention of risky behaviours, while teachers can take on tasks in the area of behavioural interventions as prevention co-ordinators (Educational Policy Institute, 2015, pp. 114, 116_[99]; Eurydice, 2019_[96]).

Depending on the system, professional support staff may work in schools, externally (i.e. in the form of resource centres that provide specialised and multidisciplinary expertise and staff such as social workers and medical professionals), or both. Also other public authorities outside of the school sector may provide specialised staff and services, such as career guidance or social and youth support and complement staff resources available within school education. Such external services may also provide opportunities for career development for school staff as discussed in Chapter 2.

Of course, externally employed staff can still work closely with and in schools, for instance where staff from specialised resource centres are shared across schools and work in different schools for some part of their working week. This may be the case for the psychological and paramedical staff working in Centres for Student Guidance (*Centrum voor Leerlingenbegeleiding*, CLB) in the Flemish Community of Belgium, for instance, which may have agreements with schools for staff to be present during school hours. Similarly, in the French Community, the staff of Centres for Psychological, Medical and Social Services (*Centre Psycho-Médico-Social*, CPMS) play an important role within schools, collaborating closely with teachers and school principals.

In addition, with the greater inclusion of children with special needs in mainstream education, special needs schools and their staff have taken on a broader role in a number of systems, supporting inclusive instruction across a number of mainstream schools (OECD, 2018_[26]). The Flemish Community of Belgium again provides an example, having recently created support networks for special needs students in mainstream education, which include both mainstream and special needs schools. Through the support network, specialised staff, such as psychologists and paramedical personnel, attached administratively to a special needs school, work for and in mainstream schools of the same network.

Schools typically can also draw on pedagogical guidance provided through the education administration, such as an education ministry or school inspection, or dedicated education advisory services that provide consulting, research and expertise to schools (see in particular Chapter 3 for further details).

Annex Box 1.A.1. Types of staff working in school education

The UNESCO-UIS/OECD/EUROSTAT (UOE) Manual on concepts, definitions and classifications for the Data collection on formal education provides a framework to classify educational staff for all levels of education (ISCED 0 through 8). This classification is based on the primary or major functions performed by staff and organises staff into four main functional categories: i) instructional personnel, ii) professional support for students; iii) management/quality control/administration; and iv) maintenance and operations personnel. Three of these four main functions contain sub-functions with specialised types of staff.

Given the scope and focus of this report, the following provides definitions for the relevant functions and sub-functions for ISCED 1-3 mainstream settings. This excludes, for instance, higher-level management and administrative personnel, which are not covered in this report. For consistency with the analysis in this report, the manual's main function of "classroom teachers" is referred to as "teachers"; the sub-function of "school-level management" is referred to as "school leaders". In the UOE manual, instructional staff includes both teachers and teacher aides; professional support includes pedagogical, health and social support staff.

Readers should note that national classifications and terminology of staff types may differ and that roles of staff may overlap depending on their defined tasks and responsibilities.

Teachers are employed in a professional capacity to guide and direct the learning experiences of students, irrespective of their training, qualifications or delivery mechanism (i.e. face-to-face or at distance). Teaching involves planning, organising and conducting group activities whereby students' knowledge, skills and competencies develop as stipulated by the educational programme in which they participate.

This includes classroom teachers and other teachers who work with students as a whole class in a classroom, in small groups in a resource room, or one-on-one inside or outside a regular classroom. This excludes educational staff who have few or no teaching duties but whose primary function is not teaching (e.g. it is managerial or administrative) as well as student teachers, teacher aides and paraprofessionals.

School leaders cover professional personnel who are responsible for school management/administration. This includes principals, assistant principals, headteachers, assistant headteachers, and other management staff with similar responsibilities. It excludes receptionists, secretaries, clerks, and other staff who support the administrative activities of the school.

Teacher aides include teacher aides and other para-professional personnel who are employed on a full-time or part-time basis by an education system and non-professional personnel who support teachers in providing instruction to students. This excludes student teachers or other personnel who do not get paid for their employment.

Professional pedagogical support staff covers professional staff who provide services to students to support their instructional programme. In many cases, they were licensed originally as teacher but then moved into other professional positions in education systems. This staff classification includes in particular the following types of personnel: guidance counsellors, librarians, and attendance officers.

Professional health and social support staff covers all personnel employed in education systems who provide health and social support services to students. This includes notably the following types of personnel:

- health professionals such as doctors, dentists, ophthalmologists, optometrists, hygienists, nurses, and diagnosticians
- psychiatrists and psychologists
- speech pathologists and audiologists
- social workers.

School-level administrative personnel covers all personnel who support the administration and management of the school. It includes receptionists, secretaries, bookkeepers and clerks.

Maintenance and operations personnel covers personnel who support the maintenance and operation of schools, school security, and ancillary services, such as the transportation of students to and from school, food services operations. It includes the following types of personnel:

- masons, carpenters, electricians, locksmiths, maintenance repairers, painters and paperhangers, plasterers, plumbers, and vehicle mechanics
- bus drivers and other vehicle operators, construction workers, gardeners and groundskeepers, bus monitors and crossing guards, cooks/food caterers, custodians, food servers, dormitory supervisors, and security guards.

Source: UNESCO-OECD-Eurostat (2018), UOE Data Collection on Formal Education: Manual on Concepts, Definitions and Classifications, pp. 42-48, UNESCO-OECD-Eurostat, Montreal, Paris, Luxembourg, http://uis.unesco.org/sites/default/files/documents/uoe2016manual_11072016_0.pdf, accessed 19 July 2019.

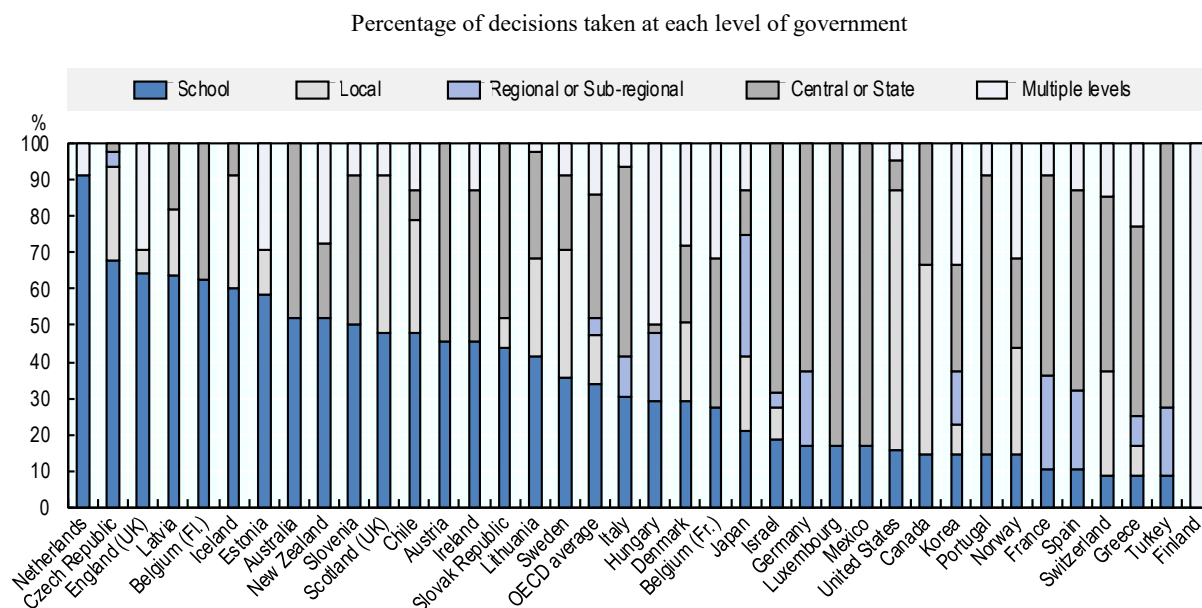
Which factors influence the mix of staff and their task profiles in school systems?

Many factors influence the mix of staff and task profiles in school systems. First, the educational goals and curriculum requirements of school systems will influence the type of staff that are needed and the roles that they fulfil. For example, in line with Japan's vision for a holistic education, teachers are expected to perform a range of pedagogical non-teaching tasks besides teaching. This includes supervising children as they clean the school and help serve school lunches to classmates, all of which seeks to cultivate balanced life skills, including a solid academic ability, richness in mind, and a healthy body (OECD, 2018, p. 53^[39]).

Second, the distribution of responsibilities for the provision of education will play a role for the staff mix and their responsibilities across the system. Where schools hold greater autonomy for the management of their staff, budgets and/or educational programmes, they will require different staffing levels and expertise than in systems in which the education administration fulfils related responsibilities (Annex Figure 1.A.4).

For example, in some school systems, education authorities retain most resourcing responsibilities to allow school leaders to focus on their pedagogical role while others give them extensive financial autonomy. Responsibility for financial matters requires more time and specific knowledge and skills, but also allows school leaders to align budget allocations with pedagogical needs (OECD, 2017_[40]). The role of school leaders can then include areas as diverse as leadership and management; resource responsibilities; staff and team development; quality management and development; school and lesson planning; and community relations (Pont, Nusche and Moorman, 2008_[19]).

Annex Figure 1.A.4. Distribution of responsibilities in public education (ISCED 2), 2017



Notes: Countries are ranked in descending order of the percentage of decisions taken at the school level. The OECD average in this figure includes Lithuania. For a definition of the levels of governance, see the Glossary in Annex B to this report.

Source: OECD (2018), *Education at a Glance 2018: OECD Indicators*, OECD Publishing, <http://dx.doi.org/10.1787/eag-2018-36-en>, Figure D6.1. and Table D6.1.

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Third, the programmes that schools offer may influence the staffing roles and mix within schools, in particular in relation to leadership functions. Among OECD review countries, specific leadership functions exist for example for vocational education and training (VET) programmes. In Austria, technical VET schools and colleges, may have department heads, subject heads and construction yard/workshop managers with an adjusted teaching load. In the French Community of Belgium, leadership positions in vocational upper secondary education include also workshop leadership roles (*Chef de travaux d'atelier* and *Chef d'atelier*). In the Slovak Republic, VET schools count with heads of practical training.

Fourth, the organisation of school provision, such as the size of schools, the length of the school day or the level of inclusion of children with special needs in mainstream schools will be factors influencing the need for different types of staff. Larger schools may have more specialised staff while smaller schools may share staff or have teachers fulfilling different roles, sometimes with a reduced teaching load (e.g. for the management of the

school library and instructional materials). Changes in the organisation of school education will usually influence the staffing of schools and the mix of staff that is required.

- In Austria, where school education was traditionally provided in the mornings only, the expansion of all-day schooling has been a priority to increase equity in educational opportunities and to meet the demand for day care as more children grow up in single-parent families or with both parents working full-time. Longer school days, of course, require additional and different types of staff to cover the additional time (e.g. for extracurricular activities and homework) (Nusche et al., 2016^[27]). Staff that are responsible for children during the recreational time include, among others, educators for learning support (*Erzieherinnen und Erzieher für die Lernhilfe*) and educators for recreation (*Freizeitpädagoginnen und Freizeitpädagogen*). Specialised tertiary courses have been established for their preparation (e.g. for children's personal development and social learning, diversity and conflict management in the case of recreational educators) (BMBWF, 2019^[100]).
- In Denmark, a reform of the *Folkeskole* (public primary and lower secondary education) entailed the creation of longer and more varied school days (e.g. through greater involvement of local sports clubs and cultural associations). This also entailed changes to staffing with the greater use of pedagogues in schools. Pedagogues are professionals trained to support all stages of human development from birth to old age and focussed on children's and young people's comprehensive development, which includes their intellectual, social, emotional, neuromuscular, ethical, moral and aesthetic development (Nusche et al., 2016^[28]).
- In the Slovak and Czech Republics, inclusion policies have resulted in an increase in the number of teaching assistants to support the learning of students with disabilities and gifted children in mainstream schools (Santiago et al., 2016^[29]; Shewbridge et al., 2016^[30]).
- In several school systems, including Austria, the Flemish Community of Belgium, Colombia and Portugal, different approaches to organising schools in clusters have changed leadership structure and roles. Most recently, in Austria, schools have been given the possibility to form a school cluster under joint management since September 2018. The school cluster management takes over the tasks of the previous school management and receives a cross-site leadership function. Each school location with more than 200 students also has an area manager, who supports the cluster management at the location. Department heads, subject heads or administrators remain at the schools where they had been provided prior to the establishment of the cluster. Schools not organised as cluster may have a principal, deputy principal and administrator positions (BMBWF, 2019^[101]).

Annex 1.B. School staffing frameworks in OECD review countries (ISCED 2), 2018

The country profiles describe central frameworks for the provision of staff in public education, working primarily within schools (with the exception of resource centres). They are based on information available through country background and country review reports as well as Eurydice descriptions of national education systems (Eurydice, 2019^[96]). Resource centres refer to institutions operated by education authorities that provide centralised services and specialised staff, typically to ensure effective provision of staff to schools and communities. Responsibility for employment describes the natural or legal person with whom the employee has an employment relationship and with whom the employee has established an employment contract. For the definition of different types of staff and levels of governance and administration, see Annex B at the end of this report.

Austria

Instructional and leadership staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Teachers	x	Based on central regulations, managed by Boards of Education (depending on numbers of students, subjects taught, language tuition requirement, all-day school model)	Boards of Education
Teacher aides	x	x	x
School leaders	Schools organised as clusters: Cluster leaders at schools hosting the clusters, Area managers at other schools	Cluster leaders: Based on central regulations (minimum number of ten teachers) Area managers: Based on central regulations (at schools within school cluster with >200 students, except the school hosting the clusters, where the cluster leaders operate)	Boards of Education
	Schools not organised as clusters: School principals, Deputy principals, Administrators (federal schools only)	School principals: based on central regulations (minimum school size of ten teachers) Deputy principals: based on central regulations (can be appointed by the Boards of Education at the suggestion of principals) Administrators: based on central regulations (can be appointed at schools with at least 8 classes and no deputy or department heads appointed at the school)	Boards of Education

Professional support staff

Staff positions primarily created directly in schools

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Professional pedagogical support staff	Librarians, Guidance counsellors	At discretion of education authorities	Boards of Education
Professional health and social support staff	Doctors, Psychologists, Social workers	At discretion of education authorities	Federal schools: Central education authorities Provincial schools: State education authorities

Resource centres providing specialised staff for

Professional pedagogical support		x	
Professional health and social support	Additional psychological support staff available externally to schools (service available for students, teachers, parents and principals, provided by the Boards of Education at psychological counselling centres situated in the provinces or upon request directly at schools)		

Administrative, maintenance and operations staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Administrative staff	Administrative assistants	At discretion of authorities	Federal schools: Central education authorities Provincial schools: State education authorities/Local authorities
Maintenance and operations staff	Federal schools: Janitors Provincial schools: Based on state regulations	At discretion of authorities	Federal schools: Central education authorities Provincial schools: State education authorities/Local authorities

x: not applicable

1. The country profile for Austria reflects the situation of 2019.

2. Since 2019, human resources (incl. teacher allocations and support staff) in federal and provincial schools are administered in joint federal-provincial Boards of Education. For maintenance and operations staff, central regulations specify the obligation for provincial and local authorities to provide such staff, but this is regulated by the provinces through implementing legislation.

3. In federal schools, teacher positions are allocated to schools based on required teaching hours for the number of students. In provincial schools, teacher positions are allocated to schools largely according to staff plans based on the number of students, but provincial education authorities have discretion to alter allocations. Schools receive additional teacher allocations based on teaching hours required for the implementation of central priorities (e.g. full-day schooling).

4. Since September 2018, schools can form a school cluster under joint management.

Belgium (Flemish Community)

Instructional and leadership staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Teachers	x	At discretion of schools, in consultation with school providers	School providers (school boards)
Teacher aides	x	x	x
School leaders	Promotion positions: Principals, Technical advisers-co-ordinators	Principals: based on state regulations (in all schools)	School providers (school boards)
	Selection positions: Assistant principals, Technical advisers and Co-ordinators		
	In groups of schools: Managing directors	Other school leaders: At discretion of school providers	
	In combined schools: Co-ordinating directors		

Professional support staff

Staff positions primarily created directly in school

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Professional pedagogical support staff	x	x	x
Health and social support staff	x	x	x

Resource centres providing specialised staff for

Professional pedagogical support	72 Centres for Student Guidance (<i>Centrum voor Leerlingenbegeleiding</i> , CLB) (run by state education authorities): Career guidance services
Professional health and social support	72 Centres for Student Guidance (<i>Centrum voor Leerlingenbegeleiding</i> , CLB) (run by state education authorities): Psychologists, Social workers, Medical doctors and Nurses 25 support networks (for students with specific needs) (run by state education authorities)

Administrative, maintenance and operations staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Administrative staff	Administrative assistants (e.g. Secretaries, Accountants)	At discretion of school providers	School providers (school boards)
Maintenance and operations staff	Maintenance staff (e.g. Cooks, Repairmen)	At discretion of school providers	School providers (school boards)

x: not applicable

1. For public schools, the school provider is an autonomous public body. Teachers are employed by school providers, but salaries are paid directly by the state authorities.

2. Since the late 1990s, the Flemish education authorities have encouraged collaboration between schools. School associations receive additional resources which can be used for the employment of additional leadership and administrative staff.

Belgium (French Community)

Instructional and leadership staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Teachers	x	At discretion of school providers, based on state regulations	School providers (state, regional or local education authority depending on the school network)
Teacher aides	x	x	x
School leaders	Promotion positions: Principals Selection positions (e.g. Deputy principals)	Based on state regulations (school size)	School providers (state, regional or local education authority depending on the school network)

Professional support staff

Staff positions primarily created directly in schools

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Professional pedagogical support staff	x	x	x
Health and social support staff	x	x	x

Resource centres providing specialised staff for

Professional pedagogical support	Centres for Psychological, Medical and Social Services (<i>Centre Psycho-Médico-Social</i> , CPMS) (run by state education authorities): Career guidance through educational psychologists
Professional health and social support	Centres for Psychological, Medical and Social Services (<i>Centre Psycho-Médico-Social</i> , CPMS) (run by state education authorities): Psychologists, Social workers, Nurses, Care co-ordinators, Paradedical staff
	Service for Health at School (<i>Services de Promotion de la Santé à l'école</i> , PSE) (run by state education authorities)
	School-reintegration services (<i>Services d'accrochage scolaire</i> , SAS) (run by state education authorities)

Administrative, maintenance and operations staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Administrative staff	Economic advisers (<i>Éducateurs économes</i>), Executive secretaries, (<i>Secrétaires de direction</i>), Secretaries (<i>Secrétaires</i>)	At discretion of school providers, but within state regulations	School providers (state, regional, local education authorities depending on the school network)
Maintenance and operations staff	Maintenance staff, Caretakers (<i>Concierges</i>)	At discretion of school providers, but within state regulations	School providers (state, regional, local education authorities depending on the school network)

x: not applicable

1. For public schools, the school providers are the state, regional and local education authorities (depending on the school network). Teachers are employed by school providers, but salaries are paid directly by the state authorities.

2. Each school has a total number of teacher-periods (*nombre total de périodes-professeurs*, NTPP), which may be distributed by stage, grade, or group of grades, based on the number of regular students attending the school on 15 January of the previous school year. Teacher-periods can be used by each secondary school, with a maximum of 3% of the total number of teacher-periods, for activities such as class council, class administration and co-ordination. The teacher-periods calculated in this way can be allocated according to students' educational needs, in consultation with the educational team, without prejudice to the programming rules that define the conditions required for the opening of new options and sections.

3. In vocational upper secondary education, selection positions include also workshop leadership roles (*Chef de travaux d'atelier* and *Chef d'atelier*) are employed.

4. The economic adviser (*Éducateur économe*) supports the school principal in resource management and accounting, and manages the administrative and maintenance staff. The executive secretary supports administrative management.

5. The staff of Centres for Psychological, Medical and Social Services (*Centre Psycho-Médico-Social*, CPMS) play an important role within schools, collaborating closely with teachers and school principals.

Chile

Instructional and leadership staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Teachers	x	At discretion of school providers	School providers
Teacher aides	Teaching assistants (<i>Asistentes de la educación</i>)	At discretion of school providers	School providers
School leaders	Principals Deputy principals (<i>Subdirectores</i>) Heads of technical-pedagogical units (<i>Jefes de unidades técnico-pedagógicas</i>) General inspectors (<i>Inspectores generales</i>)	At discretion of school providers	School providers

Professional support staff

Staff positions primarily created directly in schools

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Professional pedagogical support staff	School climate co-ordinators (<i>Encargado de convivencia escolar</i>) Education assistants with function of school librarians (<i>Bibliotecario Encargado CRA</i>)	At discretion of school providers, but within central regulations (schools must have a school climate co-ordinator)	School providers
Health and social support staff	Education assistants (<i>Asistentes de la educación</i>) with functions of educational psychology, social work, nursing, speech and language therapy, etc.	At discretion of school providers, but within central regulations	School providers

Resource centres providing specialised staff for

Professional pedagogical support	x
Professional health and social support	x

Administrative, maintenance and operations staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Administrative staff	Education assistants (<i>Asistentes de la educación</i>) with functions of secretary, accountant, IT support, legal advice, etc.	At discretion of school providers, but within central regulations	School providers
Maintenance and operations staff	Education assistants (<i>Asistentes de la educación</i>) with functions of maintenance	At discretion of school providers, but within central regulations	School providers

x: not applicable

1. In 2017, national legislation transferred responsibility for the provision of public school education from local authorities (municipalities) to a new intermediate level in the form of local education services. Local education services are led by a national Directorate for Public Education within the Ministry of Education. Responsibilities are being transferred gradually until 2025 (with an intermediate evaluation to review the process and the possibility for the President of the Republic to postpone completion of the transfer until 2030).

2. Regulations specify that schools must provide suitable teaching/managing professionals, technical-pedagogical and classroom staff in line with school needs according to level, modality and student numbers.

3. The Teaching Statute (*Ley 19.070*) describes teaching, directive and technical-pedagogical support functions, but does not establish a fixed structure for each school. For example, in the case of remote and multigrade schools, the school provider decides whether there is a principal or a teacher in charge (*profesor encargado*) who receives a special bonus for their function. Also, school principals selected through the System of High Public Service (*Alta Dirección Pública*), may or may not choose to assign the positions of deputy principal or head of the technical-pedagogical unit. Heads of the Technical-Pedagogical Unit are in charge of curricular activities, General Inspectors of a range of organisational aspects such as student admission, staff and class management and school discipline.

4. Education assistants (*Asistentes de la educación*) are regulated by law and can fulfil pedagogical, administrative or operational responsibilities.

5. The National Board of School Assistance and Scholarships (*Junta Nacional de Auxilio Escolar y Becas*, JUNAEB) has also established programmes to provide psychological and social support for vulnerable students at the risk of drop-out. The Programme to Support School Retention (*Programa de Apoyo a la Retención Escolar*) for example is targeted at students at risk and provides socio-emotional support to students and communities. Services are provided by a multidisciplinary group (social worker, psychologist and teacher) which is in close contact with local social services (see <https://www.junaeb.cl/programa-de-apoyo-a-la-retencion-escolar>).

Colombia

Instructional and leadership staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Teachers	x	At discretion of regional and local education authorities certified to provide education, based on central regulations (technical relations for the ratio of students to teachers and teachers per group of students)	Regional and local education authorities certified to provide education (Certified territorial entities)
Teacher aides	x	x	x
School leaders	School cluster leaders (<i>Rector</i>)	Based on central regulations (in all school clusters)	Regional and local education authorities certified to provide education (Certified territorial entities)
	Rural directors (<i>Director Rural</i>)	Based on central regulations (depending on the size of the school cluster for co-ordinators and the size of individual rural school sites for rural directors)	
	Co-ordinators (<i>Coordinador</i>)		

Professional support staff

Staff positions primarily created directly in schools

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Professional pedagogical support staff	School counsellors (<i>Orientador</i>)	At discretion of regional and local education authorities certified to provide education	Regional and local education authorities certified to provide education (Certified territorial entities)
	Support teachers (<i>Docente de apoyo</i>)		
	Support professionals (<i>Profesional de Apoyo</i>): Sign language Interpreters, Mediators, Typists		
Health and social support staff	x	x	x

Resource centres providing specialised staff for

Professional pedagogical support	x
Professional health and social support	x

Administrative, maintenance and operations staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Administrative staff	Technical, administrative and operational staff as defined in the job classification and nomenclature for the public function (e.g. Administrative assistants [<i>auxiliar administrativo</i>], Executive secretaries [<i>secretario ejecutivo</i>], Secretaries [<i>secretario</i>])	At discretion of regional and local education authorities certified to provide education, based on central regulations	Regional and local education authorities certified to provide education (Certified territorial entities)
Maintenance and operations staff	Technical and operational staff as defined in the job classification and nomenclature for the public function (e.g. Drivers [<i>conductores</i>])	At discretion of regional and local authorities, based on central regulations (cleaning and vigilance need to be contracted externally through a third party)	Regional and local authorities (Certified and non-certified territorial entities)

x: not applicable

1. Decentralisation in education has been managed by a process of certification of departments (the regional level) and districts and municipalities (the local level). All departments and large municipalities are certified to provide pre-school and school education and referred to as certified territorial entities (*Entidades Territoriales Certificadas, ETC*). Education in municipalities that have not been certified (referred to as non-certified municipalities [*municipios no-certificados*]) is under the responsibility of the respective department and its Secretary of Education. Non-certified municipalities support the management of the teaching staff and provide data and information to their department. Non-certified municipalities furthermore manage a small amount of financial resources they receive through fiscal transfers (*Sistema General de Participaciones, SGP*) and can contribute their own resources for school infrastructure, maintenance and quality. The allocation of teacher positions is largely based on staff plans approved by the Ministry of National Education in line with technical relations for the ratio of students to teachers and teachers per group of students. Secretaries of Education of certified territorial entities can fund additional teacher positions from their own resources, but this is the exception. Certified regional and local education authorities also receive resources through the fiscal transfer system for the inclusion of students with special needs. These resources should be invested primarily in the temporary employment of pedagogical support staff, approved annually by the central education authority, to hire supports required by students, prioritising sign language interpreters, mediators, and typists, as well as didactic materials.

2. Certified regional and local education authorities may also establish positions of education supervisors (*supervisores de educación*) responsible for the supervision of groups of schools, but these are not established by all education authorities.

3. The primary role of school counsellors (*orientadores*) is to develop strategies that promote a positive school climate and peaceful coexistence inside and outside of school. In schools with a school library, there may also be a teacher librarian (*docente bibliotecario*).

4. Resources from the fiscal transfer system (*Sistema General de Participaciones, SGP*) that certified regional and local education authorities can dedicate to administrative costs are authorised by the central education authority. Most administrative staff work in Secretaries of Education.

Czech Republic

Instructional and leadership staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Teachers	x	At discretion of schools	Schools (as legal entity)
Teacher aides	Pedagogue's assistants, Educators	At discretion of schools	Schools (as legal entity)
School leaders	Principals	Based on central regulations (in all schools)	School founders
	Deputy principals	At discretion of schools	Schools (as legal entity)

Professional support staff

Staff positions primarily created directly in schools

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Professional pedagogical support staff	School education (career) advisers	At discretion of schools, but based on central regulations	Schools (as legal entity)
	Prevention specialists		
	School special educational needs specialists		
Health and social support staff	School psychologists	At discretion of schools	Schools (as legal entity)

Resource centres providing specialised staff for

Professional pedagogical support	Pedagogical and psychological counselling centres (<i>pedagogicko-psychologická poradna</i>) and special education centres (<i>speciálně pedagogické centrum</i>) (run by regional education authorities or other legal entities): Career guidance		
	Career Guidance Centre of the National Institute for Education (run by central education authority)		
	Information and guidance centres of the Labour Office (run by central authority)		
Professional health and social support	Pedagogical and psychological counselling centres (<i>pedagogicko-psychologická poradna</i>) and special education centres (<i>speciálně pedagogické centrum</i>) (run by regional education authorities or other legal entities)		

Administrative, maintenance and operations staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Administrative staff	Not centrally regulated	At discretion of schools	Schools (as legal entity)
Maintenance and operations staff	Not centrally regulated	At discretion of schools	Schools (as legal entity)

x: not applicable

1. School founders of the second stages of basic education (ISCED 2) are typically municipalities. While regions are mainly founders of schools offering secondary education (ISCED 3) (regions), some also provide the second stage of basic education. A significant part of funding for the remuneration of school staff comes from the national budget, so there are rules which regulate the conditions of this financing, while it is up to schools to organise their particular staffing.

2. Students are entitled through the Education Act to get a form of education that respects their individual educational needs. The positions of school education adviser and prevention specialist are to be established in all schools; school education advisers carry a reduced teaching load (1-5 hours depending on school size).

3. There are two types of pedagogue's assistant: i) pedagogue's assistant who performs a direct pedagogical activity in a class in which students with special educational needs are educated, or in a school providing for the education of students in the form of individual integration, ii) pedagogue's assistant who performs a direct pedagogical activity consisting of auxiliary educational work at school, in a school facility providing for interest education, in a school educational or accommodation facility, in a school facility for institutional or protective education or in a school facility for preventive and educational care. Educators provide mainly interest, educational and recreational activities, including learning support, in line with the school educational programme.

Denmark

Instructional and leadership staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Teachers	x	At discretion of schools, sometimes based on local frameworks	Local education authorities (municipalities)
Teacher aides	Teaching assistants	At discretion of schools, sometimes based on local frameworks	Local education authorities (municipalities)
School leaders	Principals	At discretion of schools, sometimes based on local frameworks	Local education authorities (municipalities)

Professional support staff

Staff positions primarily created directly in schools

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Professional pedagogical support staff	Pedagogues Behaviour, contact and well-being counsellors (<i>Adfærd-Kontakt-Trivsel</i> , AKT) Counsellors	At discretion of schools	Schools
Health and social support staff	Psychologists, School nurses, Welfare officers	At discretion of schools, sometimes based on local frameworks	Schools

Resource centres providing specialised staff for

Professional pedagogical support	52 Youth guidance centres (<i>Uddannelses- og erhvervsvejledere</i>) (run by local authorities)
Professional health and social support	Specialised knowledge and counselling organisations (<i>Videns - og Specialrådgivningsorganisation</i> , VISO) (run by central authorities) Pedagogical-psychological counselling units (<i>Pædagogisk-psykologisk rådgivning</i> , PPR) (run by local authorities)

Administrative, maintenance and operations staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Administrative staff	Secretaries	At discretion of schools, sometimes based on local frameworks	Schools
Maintenance and operations staff	Caretakers, Cleaning staff, Computer technicians	At discretion of schools, sometimes based on local frameworks	Schools

x: not applicable

1. According to the Folkeskole Act, it is the responsibility of each school (ISCED 1-2) to provide variation in teaching methods, teaching materials, subjects etc. in order to meet the needs and prerequisites of each student.
2. As defined in legislation, the municipality is the employer of instructional and leadership staff. However, municipalities may delegate this responsibility to schools. In some municipalities, there are a minimum number of teachers required, based on the number of classes the municipality determines a school should have. Otherwise, the school principal can typically determine which types of and how many staff members are employed.
3. Local authorities may define additional leadership positions at their own discretion.
4. AKT counsellors (*Adferd-Kontakt-Trivsel*) are specialist teachers with a focus on social processes in schools and areas related to behaviour, psychology and well-being. They can support individual students in and outside of classrooms and work together with teachers in the classroom to help offer differentiated teaching according to students' needs. AKT counsellors can also initiate training in schools related to social issues, the development of social skills and inclusive communities, or general health education with a focus on social well-being and the prevention of bullying and violence at school.
5. Pedagogues might be compared to recreational instructors, play workers or social workers in other contexts. In all of their work, pedagogues focus on the importance of play and children's and young people's comprehensive development, which includes their intellectual, social, emotional, neuromuscular, ethical, moral and aesthetic development.

Estonia

Instructional and leadership staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Teachers	x	At discretion of school owners (local education authorities)	Schools
Teacher aides	Assistant teachers	At discretion of schools (school principal) (within framework of school owner)	Schools
School leaders	Principals	Based on central regulations (established in all schools)	School owners (local education authorities)
	Heads of studies	At discretion of schools (school principals) (within framework of school owner)	Schools

Professional support staff

Staff positions primarily created directly in schools

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Professional pedagogical support staff	Guidance counsellors, Librarians	At discretion of schools (within framework of school owner)	Schools
Health and social support staff	Speech therapists, Social pedagogues, Psychologists, Nurses	At discretion of schools (within framework of school owner)	Schools

Resource centres providing specialised staff for

Professional pedagogical support	Career guidance provided by Unemployment Insurance Fund, <i>Töötukassa</i> (from 2019) (run by central authority)
Professional health and social support	Regional counselling centres (<i>Rajaleidja</i>) providing special education, psychology, speech therapy and social pedagogy (run by central education authority)

Administrative, maintenance and operations staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Administrative staff	Secretaries etc.	At discretion of school owners	Schools
Maintenance and operations staff	Security, Maintenance workers, Cleaning staff, Kitchen staff etc.	At discretion of school owners	Schools

x: not applicable

1. The role and the tasks of assistant teacher is not defined in central regulations. If an assistant teacher position is created in a school, it is up to the school principal to decide which specific tasks this position entail. Typically, assistant teachers support teachers in classes with special needs students.

Iceland

Instructional and leadership staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Teachers	x	At discretion of local education authorities	Local education authorities (municipalities)
Teacher aides	x	x	x
School leaders	Principals	..	Local education authorities (municipalities)
	Assistant principals	Based on central regulations (school size minimum of 60 students)	

Professional support staff

Staff positions primarily created directly in schools

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Professional pedagogical support staff	Librarians, Educational/Vocational counsellors	At discretion of schools/local education authorities, based on central regulations	Schools/Local education authorities
Health and social support staff	Doctors and Nurses	..	Central authority (health department)
	Speech therapists, Social pedagogues, Psychologists, Sign-language translators	At discretion of schools/local education authorities	Schools/Local education authorities

Resource centres providing specialised staff for

Professional pedagogical support		x	
Professional health and social support	State Diagnostic and Counselling Centre (run by central authority)		

Administrative, maintenance and operations staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Administrative staff	..	At discretion of schools/local education authorities	Schools/Local education authorities
Maintenance and operations staff	..	At discretion of schools/local education authorities	Schools/Local education authorities

x: not applicable

..: missing

1. Based on the Compulsory School Act, all children have the right to suitable instruction and care. All students at the compulsory level have the right to receive educational and career guidance and counselling within the compulsory school by appropriate specialists.

Kazakhstan

Instructional and leadership staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Teachers	x	Based on central regulations	Schools
Teacher aides	x	x	x
School leaders	Principals Deputy principals	Based on central regulations	Local education authorities (<i>Rayon</i>)

Professional support staff

Staff positions primarily created directly in schools

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Professional pedagogical support staff	Chief librarians	Based on central regulations	Schools
Health and social support staff	Nurses, Medical attendants, Educational psychologists	Based on central regulations	Schools

Resource centres providing specialised staff for

Professional pedagogical support		x	
Professional health and social support		x	

Administrative, maintenance and operations staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Administrative staff	Heads of households, Chief accountants, Accountants, Clerks, Secretaries	Based on central regulations	Schools
Maintenance and operations staff	Staff for work on complex maintenance of buildings, Guards, Doormen	Based on central regulations	Schools

x: not applicable

1. The “Standard Staffing of Public Educational Organizations and List of Teaching Positions and Equal-Status Employees” (Decree no. 77, 2008) establishes the number staff required in each school on the basis of its type, education level, and number of consolidated classes.

2. The number and type of teaching positions is strictly regulated by central norms, especially through curriculum requirements, typical staff structures and student numbers. The overall number of teaching hours is used to determine the number of teachers needed as well as their teaching workload, once up to nine teaching hours have been allocated to each school leader. Also the number and types of deputy principals and their specific tasks are set in legislation.

Lithuania

Instructional and leadership staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Teachers	x	At discretion of schools, based on central regulations and subject to approval of school founder (local authority)	Schools
Teacher aides	Student assistants (general programmes), Tutors (vocational programmes)	At discretion of schools	Schools
School leaders	Principals Deputies for education (general, vocational, non-formal, SEN, etc.)	At discretion of school founders (local authorities)	School founders (local authorities)
	Heads of department for education (general, vocational, non-formal, SEN, etc.)	At discretion of schools	Schools

Professional support staff

Staff positions primarily created directly in schools

Staff type	Roles defined in regulations	Basis for creating staff positions	Responsibility for employment
Professional pedagogical support staff	School special educational needs specialists, Social pedagogues, Library staff, Information consultants	At discretion of schools, based on central regulations and subject to approval of school founder (local authority)	Schools
Health and social support staff	Health support specialists, School psychologists	At discretion of schools, based on central regulations and subject to approval of school founder (local authority)	Schools

Resource centres providing specialised staff for

Professional pedagogical support	Psychological Pedagogical Services may be organised by school founders (local authorities)
Professional health and social support	Psychological Pedagogical Services may be organised by school founders (local authorities)

Administrative, maintenance and operations staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Administrative staff	x	x	x
Maintenance and operations staff	Kitchen staff, Support staff (Engineers, Electricians, Joiners, Cleaning staff, Duty personnel and Drivers, etc.)	At discretion of schools, subject to approval of school founder (local authority)	Schools

x: not applicable

1. The central education authority specifies funding for curriculum implementation depending the number of student groups and size of the groups (a group basket) and the school leader decides on the teaching loads for teachers. Schools propose their allocations for teachers to the school founder, which confirms the number of full-time teaching staff positions. Teachers may be general education teachers, non-formal education teachers, or vocational teachers. Local authorities provide funding for the employment of teacher aides.

2. The Law on Education ensures psychological assistance; social pedagogical assistance; and special pedagogical and special assistance. The central education authority stipulates a recommended per student spending on vocational and career guidance and for providing pedagogical and psychological services. School leaders are responsible for preparing and managing the school budgets which are then approved by the owner of the school. School visits of the review team revealed that the number of both teaching and non-teaching staff is usually approved by the municipality directly, though in some cases schools have some autonomy in deciding the number of non-teaching staff.

3. There are two types of professional support staff, those working with students and those working with schools and the community. School psychologists work mainly with individual students; social pedagogues with the community.

4. Psychological Pedagogical Services may be organised at the discretion of local authorities, typically depending on the size of the municipality and the number of educational institutions in the municipality. Small municipalities usually buy services from a provider which might be in another municipality.

Mexico

Instructional and leadership staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Teachers	x	Based on central regulations by Federal Education Authority (<i>autoridad educativa federal</i>)	Federal education authority (<i>autoridad educativa federal</i>) and Local education authorities (<i>autoridad educativa local</i>)
Teacher Aides	x	x	x
School leaders	Principals (<i>Personal Directivo</i>) Management Deputy Principals (<i>Subdirector de Gestión</i>) Academic Deputy Principals (<i>Subdirector Académico</i>)	Based on central regulations by Federal Education Authority (<i>autoridad educativa federal</i>)	Federal education authority (<i>autoridad educativa federal</i>) and Local education authorities (<i>autoridad educativa local</i>)

Professional support staff

Staff positions primarily created directly in schools

Staff type	Roles defined in regulations	Basis for creating staff positions	Responsibility for employment
Professional pedagogical support staff	Librarians, Guidance counsellors	Based on central regulations	Federal education authority (<i>autoridad educativa federal</i>), Local education authorities (<i>autoridad educativa local</i>)
Health and social support staff	Psychologists, Psychiatrists, Social workers, Speech pathologists	Depending on the size of the school and only at its request	Local education authorities (<i>autoridad educativa local</i>)

Resource centres providing specialised staff for

Professional pedagogical support	Yes
Professional health and social support	Yes

Administrative, maintenance and operations staff

Staff type	Roles defined in regulations	Basis for creating staff positions	Responsibility for employment
Administrative staff	Administrative staff	Depending on the size of the school and only at its request	Local education authorities (<i>autoridad educativa local</i>)
Maintenance and operations staff	Maintenance, Night watchmen, Security Staff	Depending on the size of the school and only at its request	Local education authorities (<i>autoridad educativa local</i>)

x: not applicable

1. Teacher positions include: Class Teacher (*Personal Docente Frente a Grupo*) and Teacher for Specific Topics: Special Education, Physical Education, Arts, Languages (*Personal Docente Especial: Educación Física, Actividades Artísticas, Actividades Tecnológicas y de Idiomas*).

Portugal

Instructional and leadership staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Teachers	x	Based on central regulations	Central education authority
Teacher aides	x	x	x
School leaders	School cluster principals	Based on central regulations	Central education authority
	Deputy principals, Assistant principals	Based on central regulations (size of school cluster in number of students and complexity of educational services)	
	Technical and Pedagogic assessors, Department heads, School co-ordinators	At discretion of school principal and school board (General Council)	

Professional support staff

Staff positions primarily created directly in schools

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Professional pedagogical support staff	x	x	x
Health and social support staff	Psychology and guidance services (<i>Serviços de Psicologia e Orientação</i> , SPO); Psychologists, Social workers	Based on central regulations	Schools

Resource centres providing specialised staff for

Professional pedagogical support		x	
Professional health and social support	93 specialised resources centres for inclusion (<i>Centros de Recursos para a Inclusão</i> , CRI) (run by central education authority)		

Administrative, maintenance and operations staff

Staff type	Roles defined in regulations	Basis for creating staff positions	Responsibility for employment
Administrative staff	Technical assistants (<i>assistentes técnicos</i>)	Based on central regulations	Local authorities
Maintenance and operations staff	Operational assistants (<i>assistentes operacionais</i>)	Based on central regulations	Local authorities

x: not applicable

1. Central regulations (Organisation of the School Year [*organização do ano letivo*] define the class size and staffing rules for schools, published on a yearly basis by the Secretary of State for Education. School clusters make a proposal for their teacher staff allocation that takes into account planned strategic projects and the estimated number of classes previously approved by the Directorate General of Schools (*Direção-Geral dos Estabelecimentos Escolares*, DGEstE) on the basis of the estimated distribution of students. The directorate reviews, corrects as necessary and ultimately validates the network of class offerings for each school and the entire system. The allocation of operational and technical assistants is based on student enrolment need and the complexity of the facility and services (for operational assistants). Psychology and guidance services are established by law in all school clusters.

2. Technical and operational assistants have responsibilities ranging from performing office administrative tasks to supervising students during non-instructional periods in the cafeteria, recess and hallways, to serving as student engagement staff by de-escalating and re-integrating disruptive students into class, to assisting with laboratory experiments.

Slovak Republic

Instructional and leadership staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Teachers	x	At discretion of schools (as a legal entity)	Schools (as a legal entity)
Teacher aides	Teaching assistants for students with disabilities Teaching assistants for students from socially deprived environment	Based on request of local education authority (as school founder) and approved by the central education authority (based on number of children from socially deprived families)	Schools (as a legal entity)
School leaders	Principals	Based on central regulations (teaching workload is decreased defined by school size)	Local education authorities (as school founder)
	Deputy principals	At discretion of school (as a legal entity) (teaching workload is decreased defined by school size)	Schools (as a legal entity)
	Class teachers, Mentors, Heads of education counsellors, Heads of practical training at VET schools, Heads of field of study, Heads of subject committee or Heads of methodology association, Co-ordinators of specific work	At discretion of school, subject to consultation in pedagogical board (roles are assigned to teachers)	

Professional support staff

Staff positions primarily created directly in schools

Staff type	Roles defined in regulations	Basis for creating staff positions	Responsibility for employment
Professional pedagogical support staff	Educational counsellors, Career advisers	At discretion of schools, after consultation in pedagogical board (roles are assigned to teachers, teaching workload is decreased based on central regulation by school size)	Schools (as a legal entity)
Health and social support staff	School psychologists, School speech therapists, Social educators	At discretion of schools (as a legal entity)	Schools (as a legal entity)

Resource centres providing specialised staff for

Professional pedagogical support	Pedagogical and Psychological Consulting and Prevention Centres (run by central education authority): Career advisers
Professional health and social support	Pedagogical and Psychological Consulting and Prevention Centres (run by central education authority): Psychologists, Special educators, Special educators in field, Speech Therapists, Social educators, Therapists

Administrative, maintenance and operations staff

Staff type	Roles defined in regulations	Basis for creating staff positions	Responsibility for employment
Administrative staff	Not defined by central regulation (but typically includes controllers, accountants, secretaries etc.)	At discretion of schools (as a legal entity)	Schools (as a legal entity)
Maintenance and operations staff	Not defined by central regulation (but typically includes school keepers etc.)	At discretion of schools (as a legal entity)	Schools (as a legal entity)

x: not applicable

1. Schools with Grades 1-9 and upper secondary schools all operate as legal entities and are responsible for managing their human resources. In pre-primary schools and schools with Grades 1-5 only, the school founder decides if the school is a legal entity or not. Overall, around 80% of schools are legal entities. In schools which are not a legal entity, the local education authorities (in their function as school founder) are responsible for staff employment, and approve the creation of teaching and other staff positions.

2. Budgets are typically managed in collaboration between schools, school founders and school boards. Schools (or school founders in the case of schools that are not a legal entity) are required to spend the personnel normative defined by the central education authority on staff. The central normative is mainly based on the number of students, school size and student characteristics.

3. Teaching assistants for children with disabilities are funded directly from the central budget and the Ministry of Education determines the allocation of posts in response to founders' requests. For teaching assistants for children from socially deprived families there are centrally earmarked funds to be spent at schools attended by such children.

4. Students have a right to education that reflects their educational needs and possibilities in its content, forms and methods. Students have the right to free guidance. The structure and assignment of educational counsellors and career advisers as career positions in schools is decided by the school principal. In schools that do not have the status of a legal entity, local education authorities are responsible for staff employment and approve the creation of positions as proposed by schools.

Slovenia

Instructional and leadership staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Teachers	x	At discretion of schools, based on central regulations and subject to approval of local education authority (as school founder)	School (principal)
Teacher aides	School laboratory assistants	At discretion of schools, based on central regulations and subject to approval of local education authority (as school founder)	School (principal)
School leaders	Head teachers	Based on central regulations	School (school board)
	Assistant Head Teachers	Based on central regulations (based on school size, with at least 18 classes)	School (principal)
	Heads of Unit or Branch	At discretion of school, based on central regulations	School (principal)

Professional support staff

Staff positions primarily created directly in schools

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Professional pedagogical support staff	Counselling services providing career guidance, School librarians	Based on central regulations, and subject to central approval	Schools
Health and social support staff	Counselling services, School meals organisers	Based on central regulations, and subject to central approval	Schools

Resource centres providing specialised staff for

Professional pedagogical support	Employment service (public institutions run by central authority): Career guidance		
Professional health and social support	Counselling Centres for Children, Adolescents and Parents; Community Health Centres (run by local authorities): Speech therapists, Psychologists, Medical doctors, Nurses		
	National Institute of Public Health, National Education Institute (for procedures for the placement of SEN students), Centres for Education of SEN children, Social Work Centres (run by central authority)		

Administrative, maintenance and operations staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Administrative staff	Secretaries, Accountants, Bookkeepers, Administrators	At discretion of schools, based on central regulations, and subject to central approval	Schools
Maintenance and operations staff	Janitors, Cooks, Cleaners	At discretion of schools, based on central regulations, and subject to central approval	Local education authorities/Schools

x: not applicable

1. In Slovenia, the principal is referred to as the head teacher, the assistant principal as assistant head teacher.
2. Central criteria and standards (Rules on norms and standards for the implementation of the basic school programme) specify teaching responsibilities of teaching staff, the criteria for the provision of the counselling service, libraries, administrative, account-keeping and technical services and the classroom and grouping criteria. School principals are responsible for organising and managing their staff, but must do so according to central norms and regulations, and require the approval of the central ministry before publishing a vacancy notice. Schools propose their staff placement and structure, based on central regulations. Local education authorities (municipalities) and the central education authority approve the suggested job structure and final number of student groups.
3. Counselling services and a librarian are required by law in all schools. Counselling services are made up of psychologists, social pedagogues, education specialists, social workers, special and rehabilitation pedagogues, and inclusive pedagogues.

Spain

Instructional and leadership staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Teachers	x	Based on central regulations	State education authorities (Autonomous Community)
Teacher aides	Specialist technicians in education	At discretion of state education authorities	State education authorities (Autonomous Community)
School leaders	Principals, Heads of studies	Based on state regulations	State education authorities (Autonomous Community)

Professional support staff

Staff positions primarily created directly in schools

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Professional pedagogical support staff	Technical Teachers of Community Service (PTSC), Library staff	At discretion of state education authorities	State education authorities (Autonomous Communities)
Health and social support staff	Counsellors, Psychologists, Pedagogues, Psycho-pedagogues, Physiotherapists, Nurses, Teachers specialised in Therapeutic Pedagogy (PT), Teachers specialised in Hearing and Speech (AL)	At discretion of state education authorities	State education authorities (Autonomous Communities)

Resource centres providing specialised staff for

Professional pedagogical support		x	
Professional health and social support	May be organised by state education authorities		

Administrative, maintenance and operations staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Administrative staff	Administrative staff (Clerks, Administrators, Administrative assistants)	At discretion of state education authorities	State education authorities (Autonomous Communities)
Maintenance and operations staff	General services staff (Janitors, Cleaning staff, Kitchen assistants and managers, Canteen employees)	At discretion of state education authorities	State education authorities (Autonomous Communities)

x: not applicable

1. Every school year, the state education authorities allocate the teacher resources for each public institution in their territory, on the basis of the educational stage; the number of units; size; opening hours; the supplementary services it provides; the characteristics of its population; and the specific needs to be determined by the management team of the institution.

2. State education authorities may establish additional school leadership roles and positions to carry out tasks related to administration, financial management and pedagogical organisation (e.g. deputy principal, deputy head of studies, deputy administrator).

2. The planning and offer of non-teaching service personnel who carry out education and/or health support tasks and clerical and service personnel come under the competence of the state education authorities. The presence of all support staff in schools depends on the needs identified by the education authority with the approval of the school management, educational inspectorate and with prior medical diagnosis provided by families. Each school year, staff are allocated and staff are typically employed on occupational contracts, both indefinite and temporary.

3. Specialist technicians provide additional support and education to special needs students (e.g. assisting them on the school bus, etc.). They also monitor hallways during classroom changes, supervise classrooms when the teacher is absent, etc.

4. In the majority of schools, teachers usually have an assigned time at the library.

5. Counsellors, psychologists, pedagogues and psycho-pedagogues co-ordinate educational guidance within schools through dedicated Guidance Departments or Units, or externally in the form of Educational and Psycho-pedagogical Guidance Teams, Early Care Teams or Specific Teams.

Sweden

Instructional and leadership staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Teachers	x	At discretion of schools	Local education authorities (municipalities)
Teacher aides	Teacher assistant	At discretion of schools	Local education authorities (municipalities)
School leaders	School principal	At discretion of schools	Local education authorities (municipalities)

Professional support staff

Staff positions primarily created directly in schools

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Professional pedagogical support staff	Career and guidance counsellors, Librarians, Welfare officers	At discretion of schools	Local education authorities (municipalities)
Health and social support staff	School medical officers, school nurse, Psychologists, Counsellors	At discretion of schools, based on central regulations	Local education authorities (municipalities)

Resource centres providing specialised staff for

Professional pedagogical support		x	
Professional health and social support	May be organised by local education authorities (municipalities)		

Administrative, maintenance and operations staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Administrative staff	Not centrally regulated	At discretion of schools	Local education authorities (municipalities)
Maintenance and operations staff	Caretakers, School meal personnel, Cleaning staff, Computer technicians	At discretion of schools	Local education authorities (municipalities)

x: not applicable

1. The scope for allocating resources for teachers depend on the resources received from the local education authorities. The school principal is responsible for ensuring that teachers receive the support they need (e.g. through smaller classes, additional staff resources to a class or one or more students), but this is not centrally regulated. Schools are also free to organise their management team. There can be one or more deputy principals as a support function to the principal. In vocational education, there are often department heads who are responsible for the training in their department. Teacher assistants are rare.

2. All students have the right to adjustments, educational support and guidance depending on their needs. Students should have access to a school medical officer, school nurse, psychologist and a counsellor. The entitled school healthcare is free of charge. Student nurses are required in all schools.

Turkey

Instructional and leadership staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Teachers	x	Based on central regulations	Central education authority
Teacher aides	x	x	x
School leaders	School principals, Chief deputy principals, Deputy principals	Based on central regulations	Central education authority

Professional support staff

Staff positions primarily created directly in schools

Staff type	Roles defined in regulations	Basis for creating staff positions	Responsibility for employment
Professional pedagogical support staff	Counsellors	At discretion of central education authority	Central education authority
Health and social support staff	x	x	x

Resource centres providing specialised staff for

Professional pedagogical support		x	
Professional health and social support		x	

Administrative, maintenance and operations staff

Staff type	Roles defined in regulations	Basis for creating staff positions	Responsibility for employment
Administrative staff	Accountants, Officers, Data Preparation and Control Operators	At discretion of central education authority	Central education authority
Maintenance and operations staff	Cleaning staff, Technicians	At discretion of central and regional education authorities	Central and regional education authorities

x: not applicable

1. The number of teachers and deputy principals to be assigned to schools are determined by the size of the school (number of students, number of classrooms). There is one principal for each school.

Uruguay

Instructional and leadership staff

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Teachers	x	Based on central regulations, with input from the school inspection (based on school size, number of groups, social and economic vulnerabilities)	Central education authorities (Education Councils)
Teacher aides	x	x	x
School leaders	Principals, Deputy principals	Based on central regulations (based on school type, enrolments, for general secondary schools, the organisation of classes over the day, number of groups in a school)	Central education authorities (Education Councils)

Professional support staff

Staff positions primarily created directly in schools

Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Professional pedagogical support staff	Pedagogical support staff providing assistance to students Social educators (<i>educador social</i>)	Based on central regulations	Central education authorities (Education Councils)
Health and social support staff	Psychologists, Social workers (<i>trabajador social</i>)	Based on central regulations	Central education authorities (Education Councils)

Resource centres providing specialised staff for

Professional pedagogical support		x	
Professional health and social support		x	

Administrative, maintenance and operations staff

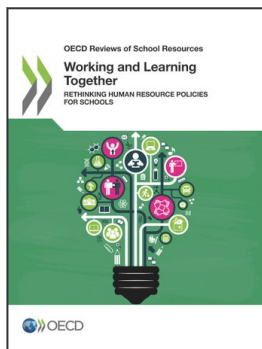
Staff type	Roles defined in regulations	Basis for creating positions	Responsibility for employment
Administrative staff	Secretaries, Administratives	Based on central regulations	Central education authorities (Education Councils)
Maintenance and operations staff	Cleaning staff, Maintenance staff	Based on central regulations	Central education authorities (Education Councils)

x: not applicable

1. Teacher allocations are defined based on the number of student groups (classes) the individual school should operate (per education cycle, programme and course. These are calculated based on the estimation of enrolment levels together with the modality of the school and the type of programme/course. The number of additional teaching staff for each school is discretionary and depends strongly on the assessment of needs undertaken by inspections.

2. Pedagogical support staff providing assistance to students include, for example, teacher leaders (*profesores adscriptos a la dirección*), pedagogical counsellor teachers (*profesor orientador pedagógico*) and bibliographic counsellor teachers (*profesor orientador bibliográfico*).

3. Social educators and psychologists do not work in all schools. Social educators work in general lower secondary education with tutoring or other programmes which require closer support. Social educators articulate activities and other type of joint work with local actors, they work in networks and co-ordinate with governmental and non-governmental institutions. They are part of the interdisciplinary team (together with the psychologist and the social worker).



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