

**DIRECTORATE FOR EDUCATION AND SKILLS
EDUCATION POLICY COMMITTEE**

Board of Participating Countries of the Teaching and Learning International Survey

UPDATE ON TALIS 2018 PARTICIPATION AND TRANSITION TO A PART II PROGRAMME

26-27 November 2015, Copenhagen, Denmark

The TALIS Board of Participating Countries is invited to:

- *NOTE the update on country participation in TALIS 2018;*
- *NOTE the update on progress with the transition to a Part II programme and its implications for the TALIS Governing Board, the Chair and Bureau, and the TALIS Governing Board working methods;*
- *ADVISE on the proposed working methods;*
- *NOTE the implications of the transition to a Part II programme for European Commission support to EU and Erasmus+ countries;*
- *NOMINATE a TALIS representative to the INES Advisory Group.*

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Introduction

1. The Resolution of the OECD Council concerning the Programme for Teaching and Learning International Survey (TALIS) [[C\(2015\)72](#) and [C/M\(2015\)18](#), item 165] (the Resolution) has recently established TALIS as a Part II Programme, effective as of 1 January 2016, and set out the TALIS Governing Board to oversee TALIS and consider all questions related to the implementation and discharge of TALIS.
2. This document provides an update for the TALIS Board of Participating Countries on progress with establishing the institutional infrastructure for the TALIS Part II programme to become operational as of 1 January 2016, as well as implications of this transition on various fronts.
3. The TALIS Board of Participating Countries is invited to:
 - **NOTE** the update on country participation in TALIS 2018;
 - **NOTE** the update on progress with the transition to a Part II programme and its implications for the TALIS Governing Board, the Chair and Bureau, and the TALIS Governing Board working methods;
 - **ADVISE** on the proposed working methods;
 - **NOTE** the implications of the transition to a Part II programme for European Commission support to EU and Erasmus+ countries;
 - **NOMINATE** a TALIS representative to the INES Advisory Group.

Country participation

4. The TALIS Part II Programme will be situated in Output Area 2.1.2 Pre-School and Schools and will replace the current TALIS Part I Output Result 2.1.1.1.5 under Output Area 2.1.1 Education, Economy and Society, which is overseen by the Education Policy Committee (EDPC). It is, therefore, necessary to create a new Part II Programme of Work and Budget (PWB) for 2016, which in turn requires having an overview of country participation in TALIS 2018.
5. The proposed TALIS Part II PWB for 2016 is based on confirmed country participation at the time of submitting the draft PWB, i.e. 12 October 2015 [[EDU/INES/TALIS\(2015\)9](#) and below]. It is, therefore, based on the 39 confirmed participants and options outlined in Table 1.
6. However, the Secretariat has been notified that a number of other countries and economies are interested in joining TALIS 2018, even though they have not yet submitted a formal confirmation letter. As of 8 November 2015, informal confirmation of participation has been received from China (Shanghai), Georgia and the Russian Federation. Other potential additional countries include Brazil,

Bosnia-Herzegovina, Costa Rica, the Dominican Republic, the Former Yugoslav Republic of Macedonia, Greece, Kazakhstan, Kosovo, Montenegro, Serbia, Uruguay and Vietnam.

Table 1 – TALIS 2018 confirmed participants as of 12 October 2015

Country	Participation in ISCED 2 core survey	Participation in options		
		ISCED 1 option	ISCED 3 option	TALIS-PISA link option
Argentina (Buenos Aires)	Yes	Yes	-	Yes
Australia	Yes	-	-	-
Belgium (FL and FR)	Yes	Yes	-	Yes
Bulgaria	Yes	-	-	-
Canada (AB)	Yes	-	Yes	-
Chile	Yes	-	-	-
Colombia	Yes	-	-	Yes
Croatia	Yes		Yes	
Czech Republic	Yes	-	-	Yes
Denmark	Yes	Yes	Yes	Yes
Estonia	Yes	-	-	-
Finland	Yes	-	-	-
France	Yes	Yes	-	-
Hungary	Yes	-	-	-
Iceland	Yes	-	-	-
Indonesia	Yes	-	-	-
Israel	Yes	-	-	-
Italy	Yes	-	-	-
Japan	Yes	Yes	-	-
Korea	Yes	-	-	-
Latvia	Yes	-	-	-
Lithuania	Yes	-	-	-
Mexico	Yes	-	-	-
Netherlands	Yes	Yes	-	-
New Zealand	Yes	-	-	-
Norway	Yes	-	-	-
Portugal	Yes	-	Yes	-
Romania	Yes			Yes
Saudi Arabia	Yes	-	-	Yes
Singapore	Yes	-	-	-
Slovak Republic	Yes	-	-	-
Slovenia	Yes	-	Yes	-
Spain	Yes	-	-	-
Sweden	Yes	Yes	Yes	-
Turkey	Yes	Yes	Yes	Yes
UAE (Abu Dhabi)	Yes	-	-	-
UAE (Dubai)	Yes	Yes	Yes	Yes
United Kingdom (ENG)	Yes	Yes	-	-
United States	Yes	Yes	Yes	-

TALIS Participation Plan and 2016 Part II Programme of Work and Budget

7. The transformation of TALIS into a Part II Programme as of 1 January 2016 entails the creation of a new Part II Programme of Work and Budget (PWB) for 2016. Given that some OECD partner countries have expressed an interest in joining TALIS, either as associate members with associate status in the TALIS Governing Board, or as participants in the survey and TALIS Governing Board, it is important for a Participation Plan to be adopted alongside the TALIS 2016 PWB to enable partner countries' involvement in TALIS.

8. To the extent that the successor of the current TALIS Board of Participating Countries (BPC), the TALIS Governing Board, will only be effective as of 1 January 2016, the proposals concerning the TALIS Participation Plan and 2016 Programme of Work and Budget have been considered by the TALIS BPC and its parent body, the Education Policy Committee (EDPC) which are in charge of TALIS for the remainder of 2015.

- **TALIS Participation Plan**

The TALIS Participation Plan was approved by the TALIS BPC and the EDPC under written procedure on 2 November 2015. It was then discussed by the External Relations Committee on 13 November 2015 and has now been transmitted to the OECD Council for approval at its 23 November 2015 meeting [[EDU/INES/TALIS\(2015\)20](#); [C\(2015\)133](#), [C\(2015\)133/CORR1](#)].

- **TALIS 2016 PWB**

The TALIS 2016 Part II PWB was approved by the TALIS BPC and the EDPC under written procedure on 9 November 2015. It will then be discussed by the Budget Committee on 24 November, for transmission to the OECD Council on 14-15 December 2015 [[EDU/INES/TALIS\(2015\)9](#); [C\(2015\)148](#)].

9. All steps are thus on track for the Part II Programme to be fully operational as of 1 January 2015 once the TALIS Part II mandate takes effect.

Implications for the TALIS Governing Board, Chair and Bureau

TALIS Governing Board

10. A first implication of the transformation of TALIS into a Part II Programme is that its governing body will not only change its name, but it will also change status. The TALIS Board of Participating Countries, which has provided oversight for TALIS up to now, will indeed become the TALIS Governing Board, and it will transform itself from a Level 2 body reporting to the EDPC to a Level 1 body reporting directly to the OECD Council.

11. The main implication of this status change is that delegates of the future TALIS Governing Board will be expected to develop and approve the TALIS PWB, and thus they will have to be entrusted to make financial commitments on behalf of the countries they represent. The TALIS mandate [[C\(2015\)72](#)] stipulates in this respect that:

Representatives should be chosen by virtue of their responsibilities in matters relating to teachers, teaching and pedagogy policy issues as well as their knowledge about large-scale surveys. They shall speak on behalf of the government that they represent. Governments should, whenever possible, appoint senior officials who are knowledgeable about large-scale surveys and their interface with educational policy and practice in the area of teachers, teacher training,

teaching and pedagogy, and have direct responsibility for advising their governments on policy and resource allocation in this area.

12. Formally, the OECD Secretariat will, therefore, invite countries to designate their delegates to the TALIS Governing Board in early 2016.

TALIS Governing Board's Chair and Bureau

13. By the same token, even though the TALIS Board of Participating Countries has recently elected its Chair and renewed several members of its Bureau¹, the OECD legal department has advised that a formal election of the TALIS Governing Board's Chair and Bureau would need to take place once the new body comes into existence in early 2016.

14. In order for the Chair and Bureau to be able to steer the preparations of the 1st meeting of the TALIS Governing Board scheduled in March-April 2016, it is proposed to carry out this election under written procedure in January 2016. The TALIS mandate [C(2015)72] stipulates in this respect that:

The TALIS Governing Board shall, by mutual agreement through a transparent process, designate its Chair and up to five Vice-Chairs for a period of three years, renewable once.

15. It can be expected that current members of the TALIS BPC Bureau and its Chair shall be willing to continue serving on the new Governing Board's Bureau. Yet, for the sake of transparency, should other delegates have an interest in serving on the new Bureau, they are invited to signal their interest to the Secretariat before 25 November 2015.

Implications for the TALIS Governing Board's working methods

16. Another implication of the change of governing body is that the new TALIS Governing Board will have to agree on its working methods in early 2016. In doing so, it will not start from a blank page, since a logical way forward would be for the future TALIS Governing Board to endorse and adopt the working methods, decision-making processes and funding formulas inherited from its predecessor: the TALIS Board of Participating Countries.

17. The remainder of this section therefore describes possible working methods for the future TALIS Governing Board for countries' consideration, drawing upon the inheritance of the TALIS Board of Participating Countries to the extent possible.

Decision making in the TALIS Governing Board

18. The TALIS mandate [C(2015)72] has adopted provisions similar to PISA and PIAAC in relation to decision-making rules in the TALIS Governing Board:

The TALIS Governing Board shall seek the consensus in its deliberations and decisions. If unable to reach consensus, the matter will be brought to a vote and will be decided by a two-thirds majority. Notwithstanding this provision, decisions relating to the functioning of the TALIS

1. The Chair is Mr. Shinichi Yamanaka (Japan). He was elected in May 2015 [EDU/INES/TALIS/M(2015)1]. The vice-Chairs are Mr. Hans Ruesink (Netherlands, since November 2014), Ms. Lorna Bertrand (United Kingdom, since November 2014), Mr. Siew Hoong Wong (Singapore, since November 2014), Ms. Carmen Tovar (Spain, since May 2015) and Ms. Mary Coleman (United States, since October 2015) [EDU/INES/TALIS/M(2014)3; EDU/INES/TALIS/M(2015)1 and written procedure for Ms. Coleman].

Governing Board, the cost-sharing formula for the scale of contributions, changes to the survey design and structure as well as matters related to the participation by non-Members in TALIS and/or in the TALIS Governing Board will be adopted by consensus.

19. In addition, the TALIS BPC had discussed decision-making processes in early 2014 [[EDU/INES/TALIS\(2013\)2/REV](#)], and adopted a new procedure set out in the paper for the approval of the summary records of BPC meetings under written procedure, rather than at the following meeting of the board [[EDU/INES/TALIS/M\(2014\)2](#)]. It is proposed to retain a similar approval process for the future TALIS Governing Board summary records.

TALIS funding formula

20. In May 2015, the TALIS BPC adopted a new funding formula for TALIS 2018 and the TALIS Part II Programme [[EDU/INES/TALIS\(2015\)4](#) and [EDU/INES/TALIS/M\(2015\)1](#)]. This formula consists in sharing the costs of the ISCED 2 core survey² between:

- floor contributions shared equally between all survey participants (whether members, associates or participants in the TALIS programme and Governing Board) for 65% of the total budget;
- scaled contributions shared between the TALIS Programme members and associates for the remaining 35% of the total budget, with adjustments for participating sub-national entities.

21. To the extent that the new funding formula was specifically adopted “as part of the transition to a Part II programme” [[EDU/INES/TALIS/M\(2015\)1](#)], it is proposed to retain it as a basis for cost-sharing in the TALIS Part II Programme.

Frequency and conduct of TALIS Governing Board meetings

22. The main elements of the TALIS BPC working methods are outlined in the terms of reference for the TALIS management group, which were adopted by participants in the 1st round of TALIS in 2005 [[EDU/EC/CERI\(2005\)9](#) and [EDU/EC/CERI\(2005\)13/REV1](#)]. However, some aspects were missing, hence the following proposes how the TALIS BPC working methods could be adapted for the future TALIS Governing Board.

Frequency of meetings

23. The TALIS Governing Board will meet as often as is required by the programme of work for the project. The number of meetings has been kept to a minimum to minimise costs and so that meetings are only aligned to the programme of work. However, the TALIS Governing Board may consider it necessary to meet on a more frequent basis.

Draft agenda

24. The Secretariat will, in consultation with the Bureau, establish a draft agenda for meetings of the TALIS Governing Board and circulate this to the Board at least six weeks prior to a meeting. The Secretariat will then establish a revised draft annotated agenda and circulate it to the TALIS Governing Board at least two weeks prior to the meeting. For each item, the draft annotated agenda will identify those issues that will require decisions by the TALIS Governing Board.

2. The funding formula does not apply to the costs of international options, which are shared in equal parts between all countries and sub-national entities taking the option.

Documentation

25. The Secretariat will prepare background documentation for meetings of the TALIS Governing Board in both official languages. Documents requiring decisions by the TALIS Governing Board will be circulated at least two weeks prior to the meeting for the English version, and one week prior to the meeting for the French version. Shorter periods may be agreed with the Bureau if circumstances warrant it.

Summary records

26. The Secretariat will present key decisions of the TALIS Governing Board in the wrap-up of meeting. After the meeting, the Secretariat will prepare a summary record of the outcomes of the meeting and, after consultation with the Chair, circulate this to the TALIS Governing Board within two weeks of the concluding session, in line with the procedure outlined in [[EDU/INES/TALIS\(2013\)2/REV](#)].

Subsidiary groups

27. In order to accomplish its mission and mandate, the TALIS Governing Board may decide to establish specialised subgroups of experts with a specific assignment, e.g. to work on a publication.

Approvals needed in January 2016

28. It is proposed to seek approval by the TALIS Governing Board of the proposed decision-making rules and processes, funding formula and working methods outlined above, which are, to a large extent, inherited from the TALIS BPC decisions.

29. Advice from the OECD legal advisors is that this approval can be made under written procedure in early January 2016, so as to avoid filling the agenda of the 1st TALIS Governing Board meeting with process issues. As a result, the purpose of the discussion at the November 2015 BPC meeting will, thus, only be to check that all countries agree on the proposed approach so that it can be approved smoothly in January 2016.

Implications for European Commission financial support to EU and Erasmus+ countries

30. The European Commission has become a key partner of TALIS due to its generous financial support to EU and Erasmus+ countries, which was channelled through participating countries for the 2013 round of TALIS. In November 2014, the TALIS BPC welcomed the support of the European Commission for TALIS and underlined how important the continued financial support was for participating countries [[EDU/INES/TALIS/M\(2014\)3](#)]. It was understood that the EC support would be channelled directly to OECD in 2015.

31. However, the transition of TALIS to a Part II Programme from 2016 onwards has some implications for the modalities of EC support to EU and Erasmus+ countries. Indeed, the May 2015 discussions of the TALIS BPC made clear that, while the Commission intended to make payments directly to the OECD even after the transition to Part II, the OECD Legal Directorate provided a reminder that obligations of Part II programme members to pay assessed contributions cannot be subject to any conditions, and therefore a suitable financing architecture for this scheme would need to be agreed by the OECD and the EC [[EDU/INES/TALIS/M\(2015\)1](#)].

32. The situation can be summarised as follows:

- When countries agree to participate in a Part II Programme, they agree to fulfil all conditions of membership in the relevant programme, including obligations to pay assessed contributions.

- Because of the obligatory nature of assessed contributions, participants may not condition their payment on the signature of grant agreements or any other contingency.
- This does not preclude the possibility for the Commission to finance assessed contributions on behalf of its member countries (or Erasmus+ countries), provided that the character of these contributions (i.e. that payment is made unconditionally) be respected.

33. However, the financial mechanism used for EC support to the costs of EU and Erasmus+ participants to TALIS in 2015 is a grant using the Pillar Assessed Grant or Delegation Agreement (PAGODA), which contains a certain number of conditions. This mechanism, therefore, cannot be used to pay for Part II assessed contributions of EU and Erasmus+ TALIS members. This leaves the following options for EC support to EU and Erasmus+ TALIS members from 2016 and beyond:

- The first option would be to explore the possibility of non-conditional EC funding to cover the assessed contributions of EU and Erasmus+ TALIS members.

Such financial mechanisms exist or existed in relation to the payment of the European Union's subscription fee for a few OECD programmes, such as the Nuclear Energy Agency's (NEA) Generation IV International Forum (GIF), of which Euratom is a member³. However, such arrangements relate to the payment of the EU's own assessed contribution as a member, not a payment on behalf of third parties (EU and Erasmus+ countries). The Commission DG EAC would, thus, need to investigate whether a similar financial mechanism could be devised within the European Commission's financial rules (or through derogation to those rules) so as to enable a non-conditional payment to cover third parties' assessed contributions.

The advantage of such an approach would be to retain the simplicity of making payments directly to OECD, while maintaining the possibility of earmarking funding to support the participation of EU and Erasmus+ countries. There is, however, a degree of uncertainty as to whether such an approach would be feasible at all within the EC financial rules.

- The second option would be to revert to the support process of TALIS 2013, whereby EC support was made directly to EU and Erasmus+ participating countries, which then paid the OECD.

Obviously, this approach is less convenient for the Commission as it multiplies the number of agreements it has to put in place with the EU and Erasmus+ countries it wishes to support, but it has the advantage of being feasible. A possible drawback of this approach, however, would be if the Commission required the countries to pay the entire contribution upfront to the OECD, before being reimbursed by the EC. Such an approach would be problematic for some countries.

34. The Secretariat will be working with the European Commission over the next few months, so as to assess the feasibility of each of the above options and identify a way forward.

TALIS representation to the INES Advisory Group

35. Finally, colleagues from INES have indicated that they would like to revive the INES Advisory Group, a body which is meant to give strategic advice on INES work, but also to co-ordinate INES work with neighbouring activities and bodies [EDU/EDPC/INES/AG(2011)1]. Besides four Education Policy Committee (EDPC) delegates, two CERI Governing Board members and one member from the INES Working Party, the composition also includes a member from the Employment Labour and Social Affairs

3. See https://www.gen-4.org/gif/jcms/c_9492/members.

Committee (ELSAC) and a member from the PISA Governing Board, as well one member from “each of the Boards of Participating Countries for large education surveys”, i.e. PIAAC and TALIS.

36. The TALIS BPC is, thus, invited to nominate a TALIS representative to the INES Advisory Group. The Chair has indicated that he would be willing to take up this role in case there is no other candidate. Again, the implication of the transition of TALIS to a Part II Programme is that the TALIS Governing board will have to renew this nomination once it comes into force in early January 2016.