

*Report of the Fourth Commonwealth Teachers' Research Symposium
hosted by the National Education Association, Washington, DC, USA*

18–20 March 2009

Closing the Teacher Gap

Researching the Challenges and
Opportunities for International Teacher
Recruitment and Retention



Closing the Teacher Gap

Researching the Challenges and
Opportunities for International
Teacher Recruitment and Retention

*Report of the Fourth Commonwealth Teachers'
Research Symposium hosted by the National
Education Association, Washington, DC, USA*

18–20 March 2009

Report prepared by
Roli Degazon-Johnson Ph.D.
Education Adviser
Commonwealth Secretariat



Commonwealth Secretariat

Acknowledgements

Commonwealth Secretariat
Marlborough House
Pall Mall
London SW1Y 5HX
United Kingdom

© Commonwealth Secretariat 2010

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system, or transmitted in any form or by any means, electronic or mechanical, including photocopying, recording or otherwise without the permission of the publisher.

Published by the Commonwealth Secretariat in association with the National Education Association
Edited by Wayzgoose
Designed by kcgan designs
Printed by Hobbs the Printers, Totton, Hampshire, UK

Views and opinions expressed in this publication are the responsibility of the authors and should in no way be attributed to the institutions to which they are affiliated or to the Commonwealth Secretariat.

Wherever possible, the Commonwealth Secretariat uses paper sourced from sustainable forests or from sources that minimise a destructive impact on the environment.

Cover photo credit: Roli Degazon-Johnson

Copies of this publication may be obtained from

The Publications Section
Commonwealth Secretariat
Marlborough House
Pall Mall
London SW1Y 5HX
United Kingdom
Tel: +44 (0)20 7747 6534
Fax: +44 (0)20 7839 9081
Email: publications@commonwealth.int
Web: www.thecommonwealth.org/publications

A catalogue record for this publication is available from the British Library.

ISBN (paperback): 978-1-84929-018-0
ISBN (downloadable e-book): 978-1-84859-067-0

The Commonwealth Secretariat expresses deep appreciation to the National Education Association (NEA) for so generously hosting the Fourth Commonwealth Teachers' Research Symposium at its Headquarters in Washington, DC, USA. Particular gratitude is due to Mr David Edwards, Senior Programme Officer, International Relations, of the NEA, who co-ordinated the Symposium in conjunction with the Commonwealth Secretariat.

The Secretariat acknowledges the contribution of the following researchers, officials and organisation representatives, who enriched the Symposium by the presentation of their research:

Mr Steven Obeegadoo
EFA Secretariat, UNESCO, France

Dr Carol Anne Spreen
University of Virginia, USA

Mr David Edwards
National Education Association, International Relations, USA

Ms Shannon Lederer
American Federation of Teachers, International Affairs, USA

Dr Kimberly Ochs
International Consultant, Education Researcher and Author, Germany

Dr Sadhana Manik
University of KwaZulu-Natal, South Africa

Dr Winsome Waite
Learning Point Associates, USA

Mr William Ratterree
International Labour Organization, Switzerland

Mr Segun Eubanks
Department of Teacher Quality, National Education Association, USA

Mr John Staple
Canadian Teachers' Federation, Canada

Dr James Keevy
South African Qualifications Authority, South Africa

Dr Akemi Yonemura
UNESCO Higher Education and Quality Assurance Division, France

Dr Margaret Snow
Academy for Educational Development, USA

Professor Linda Darling-Hammond
Stanford University, California, USA

Mrs Maxine Henry-Wilson
University of the West Indies, Jamaica

Mr Dennis Sinyolo
Education International, Belgium

Ms Judith McQuaide
National Education Association Research Division, USA

Contents

Executive Summary	1
The Washington Statement on Teachers	3
Opening of the Symposium	5
The Commonwealth message	5
Keynote address	6
The Symposium – Day One	7
Session 1. Focus: Closing the Teacher Gap – What the Research Tells Us	7
Researching the Commonwealth Teacher – An Overview	7
International Teacher Recruitment and Mobility – the United States Scenario	7
Implementation of the Commonwealth Teacher Recruitment Protocol – Preliminary Findings	9
International Teachers: Mobility and Transition Issues	10
Special Session	12
Session 3. Focus: International Teacher Quality, Qualifications and Professional Recognition in the Context of International Recruitment and Migration	13
Reciprocity and Licensure in the USA and Canada	13
Researching Commonwealth Teacher Qualifications Comparability – Preliminary Findings of a Study to Reduce Skills Discounting and Promote Teacher Status	15
Country Studies on Qualifications Quality Assurance – a UNESCO Initiative	17
Qualified Teacher Status – Indicating the Teaching Profession’s Standards: Lessons from Finland, Ireland and Korea and California	19

The Symposium – Day Two	21
Main Address: Making it Happen: Challenges of Transforming Education Policy into Practice – the Role of Research	21
Session 4. Focus: Teachers for EFA: The Way Forward in a Time of Crisis	22
Teacher Training in Sub-Saharan Africa: Reflections on an EI Study and Initiative	22
Teacher Attrition and Retention in the USA: A Meta-Analytic and Narrative Review of the Research	24
An ILO Commissioned Study of International Teacher Recruitment	25
Session 5. Presentation of Recommendations and Agreement of Statement	26
Appendices	27
1. Symposium Programme	27
2. List of Participants	30

Executive Summary

Theme: Closing the Teacher Gap – Researching the Challenges and Opportunities for International Teacher Recruitment and Retention

The Fourth Commonwealth Teachers' Research Symposium is the most recent in a series of research events conducted by the Commonwealth Secretariat since 2006 in direct response to the request of Commonwealth Ministers of Education to undertake research to monitor the status, mobility and recruitment of teachers as presented in the future actions of the Commonwealth Teacher Recruitment Protocol (Stoke Rochford, 2004). Studies undertaken in 2006 revealed the unreliability and inadequacy of data and research about teachers across all regions of the Commonwealth and called on member countries to do more to capture teacher data for planning and policy-making. Symposium 2009, hosted by the National Education Association (NEA), the largest union and organisation of teachers in the USA, is the first time that one of these research symposia was held in a non-Commonwealth country.

The host, as well as the theme, of the Fourth Symposium reflects a partnership which has been fostered between the Secretariat and affiliates of Education International (EI), the world confederation of teachers organisations, and the NEA and the American Federation of Teachers (AFT), the two largest teachers unions in the USA. During the two-day Symposium, approximately 20 researchers, senior officials, educators and academics from Belgium, Canada, France, Germany, Jamaica, South Africa, Switzerland, the UK and the USA made presentations and held discussions on aspects of the theme.

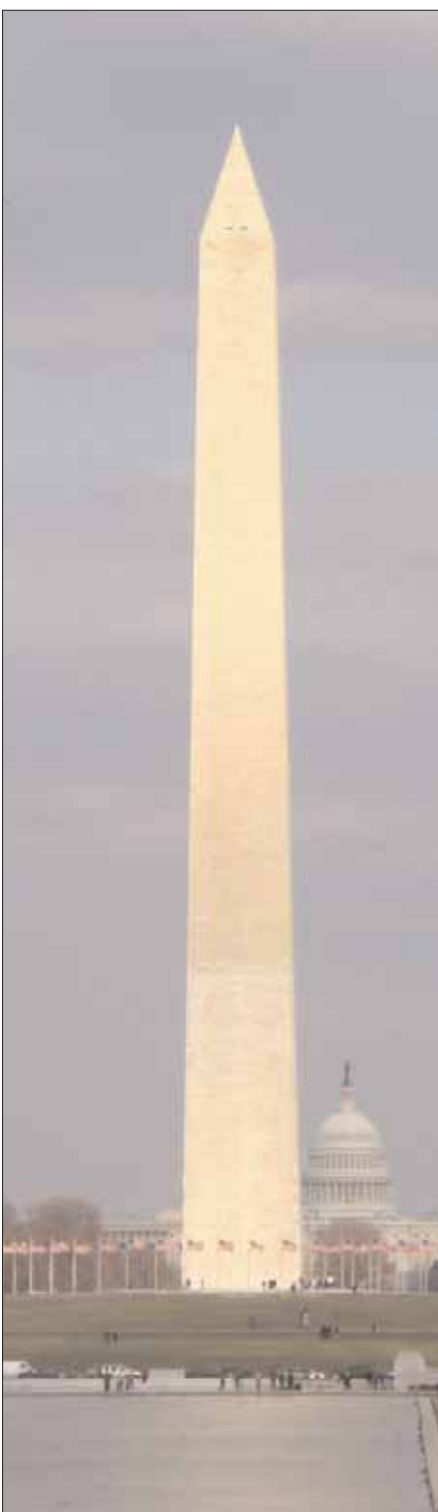
Opening and main addresses by two former education ministers, Mr Steven Obeegadoo of Mauritius and Mrs Maxine Henry-Wilson of Jamaica, were complemented by a keynote presentation from Professor Linda Darling-Hammond of Stanford University, California, USA, a member of US President Barak Obama's education advisory team. Presentations ranged from regional case and country-specific research, such as a paper on 'Teacher Training in Sub-Saharan Africa: Reflections on an EI Study and Initiative' by Mr Dennis Sinyolo of EI, to the wider global issues covered in a study commissioned by the International Labour Organization (ILO) on 'International Teacher Recruitment' by Mr William Ratterree, an education specialist at the ILO. The diversity of presentations – all under the same theme – was further reflected in papers from Dr James Keevy of the South African Qualifications Authority (SAQA), who spoke about a pan-Commonwealth study, 'Researching Commonwealth Teacher Qualifications Comparability', and Dr Sadhana Manik, who examined the situation of South African teachers recruited to work in the UK in her paper on 'International Teachers: Mobility and Transition Issues'.

Following this rich global confluence of data and information on the international status and condition of the teaching profession, the Symposium concluded by agreeing a Statement which reflected the main issues, concerns and findings discussed over the two days, adopted by all participants, the *Washington Statement on Teachers*.



Symposium Researchers and Presenters: (Back L-R) Dennis Sinyolo, Maxine Henry-Wilson, David Edwards, Kimberly Ochs, James Keevy, John Staple. (Front L-R) NEA Intern, Akemi Yonemura, Samidha Garg, Sadhana Manik, Roli Degazon-Johnson.

The Washington Statement on Teachers



Researchers, officials and representatives of regional and international organisations meeting for the Fourth Commonwealth Teachers' Research Symposium hosted by the National Education Association (NEA) of the United States in Washington, DC, USA, and co-ordinated by the NEA and the Commonwealth Secretariat, agreed to the following, over a two-day period during which research and data were presented and shared with all participants:

- ◆ The evidence of high levels of teacher attrition in many countries globally has serious implications for the future of the teaching profession.
- ◆ Evidence-based research on teachers must be used to influence teacher policy and practice along with greater adherence to international standards on teachers, especially the ILO and UNESCO standards of 1966 and 1997.
- ◆ Traditional routes to teacher training and qualifications are not always sufficient to address attrition in the profession. Improved induction, mentoring, terms and conditions of employment and different modalities in teaching training must be explored.

The impact of the current global financial and economic crisis and its implications for increased teacher mobility was raised. Establishment of a Commonwealth Teachers' Task Force, which would bring new perspectives on the profession to the table and assist countries in applying proven standards and good practices, was encouraged. In respect of the Commonwealth Teacher Recruitment Protocol (CTRP) increased advocacy to support its implementation was urged as one role which the proposed Task Force could undertake. Such a Task Force should:

- ◆ establish mechanisms to track and monitor data from Ministries of Education, teacher unions and recruitment agencies;
- ◆ carry out an independent review of recruitment agencies operating internationally;
- ◆ establish a Global Recruiter Data Base with the endorsement of UNESCO, Education International and the Commonwealth Secretariat.

Other agreements were for establishment of a mechanism which would enable alignment of such advocacy alongside other international initiatives addressing the needs of the teaching profession, to avoid replication.

The Symposium participants called for exploration and attention to the gender dimension of teacher mobility and migration, including the impact of migration on children left behind. They agreed on the need for:

- ◆ moving the discussion on 'teaching' beyond supply and demand to a holistic approach to teacher policy, including continual professional development, that favours quality education for all learners;
- ◆ revitalisation of the Commonwealth Working Group on the Professional Development of Teachers and its expansion to include non-Commonwealth bodies such as the National Education Association and the American Federation of Teachers.

Finally, a Global Initiative on Teachers, which may take the form of a consultation or forum, was proposed, as was the importance of capacity building to ensure that research took account of policy and broader collaboration across partners to advance information sharing. As for advocacy efforts, such an initiative should be careful to work in synergy and avoid duplication with other international initiatives on teachers and EFA, such as the recently created Teachers for EFA Task Force.

The Symposium concluded by expressing the gratitude of all participants to the NEA for their excellent hosting of the event.

Adopted on 20 March 2009 at NEA Headquarters, Washington, DC, USA



Opening of the Symposium

The Fourth Commonwealth Teachers' Research Symposium was officially opened on the evening of Wednesday, 18 March 2009 at the Press Conference Room of the US National Education Association, headquartered in Washington, DC. Following a brief introduction and welcome from Mr John Wilson, Executive Director, NEA, Dr Caroline Pontefract, Director, Social Transformation Programmes Division, Commonwealth Secretariat, brought a message from the Secretariat.

The Commonwealth message

Providing a background to the series of research symposia which the Secretariat has been presenting since 2006, Dr Pontefract said that the Secretariat's initiative in presenting these symposia was driven by a study conducted on the implementation of the Commonwealth Teacher Recruitment Protocol which identified the unreliability and inadequacy of data and research about teacher mobility across all regions of the Commonwealth and called on member countries to do more to capture teacher data for planning and policy-making. The first two symposia took the form of research retreats and were hosted by the Secretariat in Surrey, UK. The third symposium was held in Maputo, Mozambique in 2008. This symposium was hosted by the Ministry of Education of Mozambique. Following an invitation from the NEA, the fourth Symposium was being staged in the USA, a non-Commonwealth country.

Dr Pontefract also noted that although teachers are the single most critical resource for the attainment of quality universal primary education (UPE) by 2015, there is a global shortage of some 18 million qualified teachers, including a shortage of 13 million in developing countries, according to estimates by EI and UNESCO. Low teacher retention in many member countries is driving the momentum of large-scale teacher recruitment, mobility and migration among the large and wealthy, as well as small and developing member states.

Dr Pontefract concluded by conveying deep gratitude to the NEA leadership and Mr David Edwards of the NEA's International Relations Division in particular for their generous offer to host the event.

Keynote address



Mr Steven Obeegadoo

The keynote speaker for the formal opening, which took the form of a dinner, was Steven Obeegadoo, Director of Education For All, UNESCO, and former Minister of Education and Scientific Research of Mauritius, a member country of the Commonwealth since its independence. In introducing Mr Obeegadoo, Dr Roli Degazon-Johnson of the Commonwealth Secretariat noted that he was the son of two teachers and was called to the Bar at the Middle Temple, London, UK in 1988. Politically active since his youth, he was first elected to the Mauritius Parliament in 1991 and held the portfolios of Labour and Industrial Relations, and Fisheries and Marine Resources before his appointment as Minister of Education and Scientific Research in September 2000. During his term in office, Mr Obeegadoo spearheaded a series of major reforms in the education system of Mauritius which, in his own words, would *'make living in a multicultural society a worthwhile endeavour such that a sense of responsibility is manifested by children in relation to themselves, their environment and their society'*.

Mr Obeegadoo provided a wide-ranging overview of the state and condition of education delivery globally, embracing both Commonwealth and non-Commonwealth countries. He provided data on the numbers of children who are still not able to access primary education despite the Millennium Development and EFA Goals of ensuring that all children are in primary education by 2015. He stressed the importance that UNESCO and its partners placed on the quality of teaching in providing quality in education.

The Symposium – Day One

Session 1. Focus: *Closing the Teacher Gap – What the Research Tells Us*

The symposium commenced by focusing on the theme '*Closing the Teacher Gap – What the Research Tells Us*'. Chaired by Ms Samidha Garg, International Relations Officer of the UK National Union of Teachers (NUT), the session opened with brief introductions on each presenter provided by the Chair.

Researching the Commonwealth Teacher – An Overview

Dr Roli Degazon-Johnson, Education Adviser, Commonwealth Secretariat

The first presenter, Dr Roli Degazon-Johnson, Education Adviser, Commonwealth Secretariat, provided an overview of the 'voyage' into teacher research on which the Secretariat's education programme has embarked since the adoption of the Commonwealth Teacher Recruitment Protocol in 2004 and the request by ministers of education that the Secretariat should 'monitor the status of organised recruitment of teachers, including numbers, recruitment practices, and effects and evaluate the application of this Protocol including the impact on developing countries ...' (CTRP, Future Actions, Para 6.1).

Dr Degazon-Johnson provided an overview of the phenomenon of the Commonwealth teacher from the perspective of their mobility, recruitment and migration, using a qualitative research methodology. She presented a justification of the value, need for and importance of such research, summarising briefly the extent to which such research, both within and beyond the Commonwealth, has influenced the decisions and actions of countries and their ministries of education. She acknowledged the many contributors to this body of research and spoke to the need for the expansion of research on the Commonwealth teacher in view of the projected international shortages of qualified teachers.

Noting that the Commonwealth, being made up of countries large and small, industrialised

and developing, and diverse in cultures, faiths and ethnicities, is a microcosm of global realities, she encouraged researchers dealing with the laboratory which is our world to see and use the Commonwealth 'test tube', which enables exploration of macro-issues in micro-form. She proposed that studying in micro-form, and applying what we learn to policy and practice in education, for example, might enable prevention of the macro-catastrophes which seem to recur globally.

International Teacher Recruitment and Mobility – the United States Scenario

Dr Carol Anne Spreen, University of Virginia; David Edwards, NEA, International Relations; and Shannon Lederer, AFT, International Affairs

The second presentation was a joint one, with Dr Carol Anne Spreen of the University of Virginia, Mr David Edwards of the NEA and Ms Shannon Lederer of the AFT exploring data in the US context on the issue of international teacher recruitment. The AFT, with which the Commonwealth Secretariat education programme has a strong strategic relationship, has been engaged with the NEA in supporting the Commonwealth's work on teacher recruitment. The presenters explored the means by which overseas trained teachers came to teach in the USA. They examined what types of visas enabled them to enter the country, what agencies recruited them and for which schools and institutions. They sought answers to the keen interest in international teacher recruitment being displayed by US recruiters and employers. At a deeper level,



Mr David Edwards and Dr Carol Anne Spreen

they presented how these teachers are viewed by different groups and sectors, and what challenges were being posed for the internationally recruited teachers within the current US scenario.

Their data revealed that international teachers may enter the USA via cultural exchanges, temporary worker visas and permanent residence permits (although this is rare), and through hire by school districts or companies which are operating 'charters', a private school arrangement. Estimates showed that there are between 30,000 and 50,000 overseas trained teachers in the USA. These teachers are based in schools that are considered difficult to staff and they are teaching in subject areas for which there is a lack of locally available expertise. The majority of these teachers are working in urban and suburban districts. Further, their research revealed that more than 35 different recruiting agencies are currently assisting school districts in applying for the H1-B type visa which is for temporary workers. Some of these recruiters were paid directly by the employers of the teachers (schools/districts), some are paid by the recruited teacher themselves and some receive payment from both. The recruiters are

targeting teachers principally from **Canada, the Philippines, the UK, India, Jamaica, Turkey, Guyana, Spain and Mexico.**¹

The presenters expressed their concern that the reasons and motives for this recruitment may also include interest in a more submissive workforce and the desire to undermine teacher unions, as many of the internationally recruited teachers would not have local union membership. Further, recruitment of teachers as temporary personnel eliminates concerns over tenure and seniority. This initiative, which is aligned with larger trends nationally in privatisation and contracting-out in other sectors, was, in their opinion, of equal concern with the view that international teachers accept lower salaries de-obligating the employer from improving wages and working conditions for teachers. Finally, there was information which revealed that recruiters 'sweetened the cup' by offering clients free trips to exotic locations for recruitment interviews.

In their conclusion, based on the limited data available on the topic that they had obtained, the presenters expressed justifiable concern about the 'quality' of international teacher recruitment which was being undertaken, particularly by private sector recruiters in the USA. There was cause for concern about the human rights of teachers and the possibility of their 'abuse'. Issues about the practice of recruiting from abroad to fill a short-term shortfall, as against the implementation of a more purposeful planning system by public authorities to ensure the steady supply of teachers, were raised. Against this backdrop, a multitude of no less important matters, including contracts, the bargaining power of recruited teachers and the greater global concerns about international impact, were explored, as these all have implications for the quality of education provision, both nationally and globally.

¹ Canada, the UK, Guyana and Jamaica are Commonwealth member countries. Of these, Jamaica and Guyana are Caribbean small states noted for loss of teachers through recruitment drives over the last decade.

Implementation of the Commonwealth Teacher Recruitment Protocol – Preliminary Findings

Dr Kimberly Ochs, Consultant and author of Teaching at Risk – Teacher Mobility and Loss in Commonwealth Member States

Dr Kimberly Ochs, who has a history of close association with the Secretariat in researching Commonwealth teachers, conducted the seminal research requested by education ministers of small states in 2003. Her publication, entitled *Teaching at Risk – Teacher Mobility and Loss in Commonwealth Member States*, tabled at the 15th Conference of Commonwealth Education Ministers (15CCEM), led to the call for the development of the Commonwealth Teacher Recruitment Protocol. Her Symposium presentation was based on preliminary findings from research commissioned by the Secretariat, conducted in conjunction with Dr Paula Jackson, on the implementation of the CTRP, which would be tabled at the forthcoming 17CCEM.

Preliminary research and data were presented on ten teacher recruitment agencies, which had emerged as one facet of the investigation that Dr Ochs was undertaking for the Secretariat. In exploring the role and conduct of these agencies, she noted that while processes and procedures vary across Commonwealth, what emerged was a general lack of communication between teacher recruitment agencies and ministries responsible for teachers, unless the Ministry itself engaged the agency. Whereas some agencies revealed a genuine interest in the successful placement of teachers and a strong concern that they should abide by the provision of the CTRP, there were others which were less concerned.

Highlights of Dr Ochs's findings, which included interviews with recruiters as well as Commonwealth teachers who had been recruited to work overseas, revealed that:

- ◆ Patterns of organised teacher migration provided by ministries of education were distinctly different from paths reported by



Dr Kimberly Ochs

internationally recruited teachers themselves.

- ◆ Twenty-three per cent of recruited teachers interviewed had been placed through recruitment agencies, indicating that the 'paths' to recruitment are many and varied for the 77 per cent who were not placed through agencies.
- ◆ Twenty-eight per cent of the teachers had been recruited directly by the Ministry of Education of the recruiting country.
- ◆ Of the recruited teachers interviewed, 82.5 per cent were unaware of the CTRP and 4 per cent were uncertain and/or did not know about it.

Details of the Ochs and Jackson investigation of recruiters revealed that of the ten agencies studied, 80 per cent had also never heard of the CTRP, yet indicated interest in finding out more about it. Also, many agencies maintained a very high standard of record-keeping on their teacher recruits, and while they were clearly obliged to respect the privacy of their teacher recruits, it was suggested that they might be encouraged to share aggregate data, as the quality of their databases appeared to be of a high standard.

International Teachers: Mobility and Transition Issues

Dr Sadhana Manik, University of KwaZulu-Natal and Dr Winsome Waite, Learning Point Associates

Dr Sadhana Manik opened this joint presentation by sharing the findings of her research in teacher migration between two Commonwealth countries, South Africa and the UK. In a paper entitled 'Trials, Tribulations and Triumphs of Transnational Teachers', Dr Manik explored the context in which South Africa was losing workers in critical fields such as health, education, engineering, accounting and information technology, noting that this reflected global labour trends, with professionals from developing countries in the South migrating to developed countries of the North. She noted that the South African education system appeared to be at risk with some 20,000 teachers needed and only 6,000 being produced annually. Of this number some 2,000 migrate every year.

South Africa also serves as an 'economic magnet' in attracting African professionals. In the teaching profession, some 10,000 qualified Zimbabwean teachers, of whom 4,000 are mathematics and science specialists, remain unemployed. Despite recognition of their qualifications by SAQA, they have been refused jobs by the Department of Education.

Providing data which revealed that in 2007 the UK authorities admitted to allowing an average of 4,000 South African teachers into the UK annually, Dr Manik demonstrated how she had used ethnographic strategies to answer three critical research questions:

- ◆ Which were the teachers who were leaving South Africa and why they were doing so?
- ◆ What were the experiences of the teachers who had been recruited to teach in the UK?



Dr Sadhana Manik

- ◆ What were the reasons why numbers of these teachers were returning to South Africa, opting not to stay in the UK?

The data were gathered from some 120 subjects, made up of newly qualified graduates and experienced teachers, among whom were newly qualified teachers, teachers intending to migrate and some who had returned home following a stint as a recruited teacher in the UK. Dr Manik had sought to capture migrant teacher thinking and decision-making in each phase of the migration process.

Findings revealed that a combination of new graduates and highly experienced teachers were being recruited to the UK from South Africa. Whereas the profile of the new graduates was predominantly white, female, single and under 28 years of age, the predominant experienced teacher profile was Asian Indian, female, married and of an age ranging from 29 to a maximum of 42 years. It was of interest that South African black and Coloured² teachers were not recruited in great numbers, the reason given being that English is regarded by recruitment agents as a second language for Africans.³

2 Under apartheid, South Africans were divided into four racial groups: whites, Africans, Indians and Coloureds (people of mixed race). Under South Africa's 1994 post-apartheid democratic constitution these terms have no legal relevance. Membership of a population group is now based on self-perception and self-classification. The Coloured community has a rich ethnic heritage and includes descendants of Malays brought to the Cape as slaves by the early Dutch settlers; most speak Afrikaans as their first language.

3 This is a significant finding which effectively restricts the right of South African black and Coloured teachers to freedom of movement in relation to employment, a universal human right.

Reasons given for leaving South Africa by the teachers included career dissatisfaction and limited upward mobility, as well as the nature of the school environment. The incentives of overseas recruitment which appealed to the teachers included the possibility of travel, improved salaries and gaining global teaching experience. Of interest, teachers who returned from the UK were dissatisfied with the level of emotional and physical abuse to which they were subjected in school, as well as racism and discrimination. Many admitted to finding the English climate difficult to handle and to loneliness. For these teachers there was recognition that having qualified as a teacher and speaking English as a first language did not automatically give you access to the professional teaching community in the UK or to the assumption of the teacher being an authority in the classroom.

Dr Manik concluded her presentation by reflecting that notwithstanding the difficulties South Africa was experiencing, there was renewed interest in teaching as a profession. There had been increases in students pursuing studies in Information Technology Education (ITE) across all provinces and with the introduction of a scholarship scheme called the Funza LuShaka Bursary Scheme, it was expected that in another four years South Africa might be able to reap the benefits of this influx of qualified teachers.

The second presenter, Dr Winsome Waite, addressed aspects of her research on 'Culture, Pedagogy and the Transition of International Teachers to Classrooms in the United States'. Noting that international teachers are cross-cultural educators who bring new perspectives and become immediately available resources to faculty, students, and parents, Dr Waite proposed that teachers from other countries are appropriate candidates for examining relationships among social identity and power differentials in US schools, since they have gone through some of the same acculturation experiences faced by their immigrant and second language students. She noted that international teachers bring a wealth of content knowledge and classroom experience,

various cultural backgrounds and authentic world experiences. However international teachers also face unique challenges.

Dr Waite outlined her research conducted with 152 international teachers from 21 countries who were all working in east coast or southern states of the USA. In all cases the teachers spoke English as either their first or second language, were holders of Bachelor's or Master's degrees and had up to 17 years of teaching experience. The areas that the research sought to explore were the teachers' approach to instructional preparation, behaviour management, grading and assessment, culture and communication, and teacher credentials.

Findings revealed that 60 per cent of the teachers studied needed less than six credits to be fully certified in the US education system. Many who needed to learn more of the content they were assigned to teach did so on their own initiative, taking college classes or participating in professional development activities. Further:

- ◆ Fifty-four per cent acknowledged a great variance in culture between their students and themselves and 33 per cent noted modest differences.
- ◆ Forty-eight per cent felt that their students had adjusted well to the cultural differences between the teacher and themselves and the same percentage felt that their students had adjusted to some extent.
- ◆ Thirty-eight per cent found the US curriculum easier to teach and 21 per cent found it similar to the curriculum in their country of origin.

Of all the teachers, 55 per cent indicated that they perceived that they were very knowledgeable about the content of the curriculum they taught, with 37 per cent indicating that they felt that they had little to some knowledge of the curriculum. In respect of collegial relations, Dr Waite noted that 45 per cent of the subjects reported working as collaboratively with other teachers in their countries of origin as in the USA, whereas 33

per cent worked more collaboratively with USA teachers. The vast majority of teachers (91%) reported a preference for a combination of lectures and practical activities as their preferred style of teaching.

In concluding her presentation, Dr Waite indicated that the international teachers studied had expressed a variety of issues and concerns in relation to their teaching

situations. She urged schools to be responsive and to embrace international teachers as another form of resource for students, parents and colleagues. School administrators also needed to listen to the concerns of teachers from overseas, understand their strengths and their professional development needs, assign them mentors and coaches, and offer specialised support and training during the induction period.

Special Session

Guest Speaker: Professor Linda Darling-Hammond, Professor of Education, Stanford University, USA

Professor Linda Darling-Hammond, education advisor to the presidential campaign of US President Barack Obama, addressed the symposium by video conference from a remote location in San Diego, California. Professor Darling-Hammond, a Yale graduate who began her career as a schoolteacher, has been at the forefront of advocating for reforms in the recruitment of teachers and the development of the teaching profession. She served as a Director with the Carnegie Foundation for the Advancement of Teaching and the Alliance for Excellent Education, and has led initiatives in the USA to develop licensing standards for new teachers. She was considered to be the leading candidate for Secretary of Education in the new Obama administration, but declined for personal reasons.

Professor Darling-Hammond was introduced by the Chair, Ms Lily Eskelsen, Vice President of the NEA, as the writer of numerous books and a passionate advocate for children's rights and the rights of children to quality teachers. In her presentation, entitled 'Recruitment, Support and Retention of Teachers. What Can We Do to Prepare Great Teachers – Building a Strong Profession of Teaching: How Do We Get from Here to There?', she argued that American education needs higher standards in teaching and learning to accommodate the greater diversity in the student population



Ms Lily Eskelsen

which necessitates a higher level of response from the schooling system to ensure success. She addressed the critical importance of teacher knowledge and skills, as teacher quality was, in her view, the single most important component of children's learning, a fact which was not always reflected in the policy environment.

Further, pointing to the data that shows that 85 per cent of trained teachers in the USA are leaving the profession within four years and that schools are losing quality through never having 'traction' and losing stability as a consequence of the 'revolving door' of teacher loss, she proposed that the capacity of teachers to do their job is directly relevant to whether they will stay in the job. Noting the

work of the National Commission on Teaching in America's Future and the impact of the Fordham Manifesto, she compared the combined effects of having a well-prepared teacher with a strong academic background to one without such preparation. In her view, quality teacher preparation reduced attrition and student teachers were more likely to stay in the profession if they felt effective in the job. Stating that 'teacher retention is based on preparation and how efficacious people feel on the job', Professor Darling-Hammond listed the following as factors which influence and affect teacher recruitment and retention:

- ◆ Salary competitiveness and equity
- ◆ Working and teaching conditions: leadership, collegial learning opportunities, time, materials and appropriate assignments
- ◆ Preparation quality
- ◆ Mentoring

Noting that 'for an annual investment costing less than one month of the war in Iraq we could completely close the teaching gap' in the USA, Professor Darling-Hammond stressed that high turnover in any teaching service is very expensive and that the teaching gap creates most of the achievement gap, with teachers of lesser quality serving low-income and minority students. Surveying what 'high-achieving and steeply improving' nations were doing with their teachers, she noted that in Finland, for example, investment in initial teacher training and development is high. There is professional development for expert/specialised teachers. Further, salaries have been increased and licensing standards established, reforms which led to the transformation of education and improved teacher retention. Her presentation concluded with the following statement:

'The thing that motivates teachers most is being successful with the students.'

Session 3. Focus: International Teacher Quality, Qualifications and Professional Recognition in the Context of international Recruitment and Migration

The session Chair, William Ratterree, Education Sector Specialist at the ILO, introduced the four presenters for the session.

Reciprocity and Licensure in the USA and Canada

Mr Segun Eubanks, Director, NEA Department of Teacher Quality and John Staple, Deputy Secretary General, Canadian Teachers' Federation

The first presenter, Mr Segun Eubanks, Director of the NEA Department of Teacher Quality, opened his presentation by stating that 'statistically the United States does NOT have a teacher shortage'. There were in fact many more licensed teachers than there were shortages in teacher positions and jobs. The



Mr Segun Eubanks and Mr John Staple

shortages in teacher supply relate to the unwillingness of American teachers to teach in certain schools. These schools are frequently those with a large percentage of black and Latin students in the student population, as well as students of other ethnicities. This situation revealed that recruitment of international teachers is taking place in the context of short-term satisfaction of a demand for teachers in schools where it is considered undesirable to teach. In this context, Mr Eubanks was of the view that the conduct of research on this issue had important implications.

Mr Eubanks provided the following information on the teacher licensing systems in America and how it operates. Fifty different systems exist for licensing teachers, signifying that at state level there is determination of who is permitted to teach where. Each state has its own standards for obtaining a licence and there are options which can be pursued as well. For example, waivers exist and more substantive assessments may also be applied. Licensing for international teachers will more than likely involve some level of course work and if such teachers are working in the most challenged US schools, succeeding with such course work may be difficult and complicated. Following Mr Eubanks' presentation, John Staple, Deputy Secretary General of the Canadian Teachers Federation (CTF), spoke about the licensing of teachers in Canada, noting that Canada was opposed to the adoption of the 'charter school' policy. He explained that as long ago as the 1960s in Newfoundland, there was a major demand for maths and science teachers. At that time, Canada recruited large numbers of teachers from the Philippines, India and Pakistan. Noting that immigration regulations can change swiftly in the face of human resource supply and demand, Canada is now more concerned about issues of diversity in education and the teaching force. There is a major mismatch between the current population complement of Canada and the teachers who are available to teach them, given the diversity of the student complement. In 1988, Staple recounted, his organisation

was responsible for raising concerns in relation to teacher supply in Canada. The CTF had expressed concerns regarding the working conditions of teachers and noted how few were being retained in sufficient numbers upon their graduation. By 2002–2003 the CTF changed their focus from recruitment to retention. To teach in Canada requires an undergraduate degree and a licence to teach in a Canadian province. John Staple expanded on the issue by advising that at that time:

- ◆ Twenty-five per cent of Canadian teacher training graduates were not remaining in the profession upon graduation;
- ◆ Thirty per cent of Canadian teachers move out of the profession within the first three years of their assignment.

Since 2003, however, working conditions have improved and the retirement wave that was leading to high attrition rates in teaching is over. Universities are providing teacher training programmes and there are now more graduates on the market than can be employed. A further point is that school enrolments have declined for the 6th year in a row. Teacher–pupil ratios are falling and teacher supply has been meeting demand in recent years. While there is still demand in special subject areas such as maths and science, the situation is not as serious as it appeared some years ago.

Moving on to the issue of teacher mobility, Mr Staple remarked that teacher mobility across provincial boundaries is now of central concern in Canada. A protocol has been developed which enables a teacher certificate obtained in one province to be certified in another province. Certification of teachers is one matter; however, the classification of that certification for salary purposes is a further concern. The CTF policy is to support the concept of reciprocal recognition of teachers across provinces. CTF efforts to urge a national standard of certification have not met with success. A sufficient degree of uniformity should exist for establishing reciprocity in qualifications.



Dr James Keevy

Researching Commonwealth Teacher Qualifications Comparability – Preliminary Findings of a Study to Reduce Skills Discounting and Promote Teacher Status

Dr James Keevy, South African Qualifications Authority

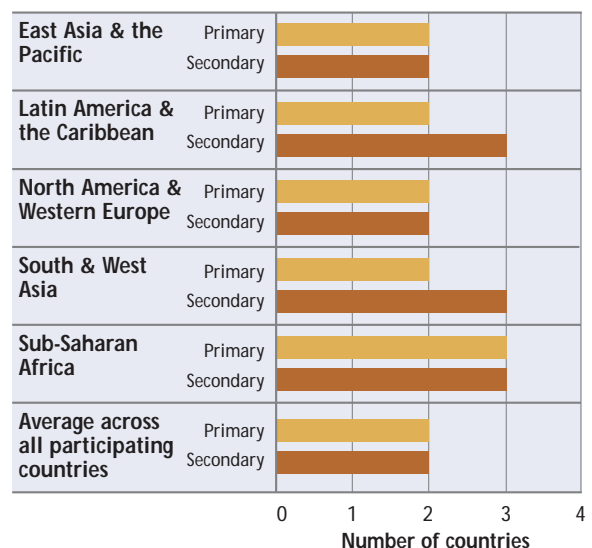
Dr James Keevy, Director of International Research at the South African Qualifications Authority, provided preliminary findings of a study which he had been contracted to undertake by the Commonwealth Secretariat education programme in its bid to address the comparability of teacher qualifications across the Commonwealth, to reduce skills discounting and to enhance the professional status of internationally mobile teachers. Dr Keevy outlined the study by prefacing it with the following acknowledgements:

- ◆ One of the most visible effects of globalisation is the migration of highly skilled workers across national borders;
- ◆ Qualifications frameworks contribute to the recognition and transferability of teacher qualifications;
- ◆ Comparability and equivalency of qualifications are two distinct processes, conducted by different agencies for different purposes.

Dr Keevy proposed that the employment status of internationally mobile teachers depended on the recognition and transferability of qualifications and their professional status in relation to professional registration. He noted that (consistent with ILO and Commonwealth recommendations) efforts should be made by authorities to ensure that the employment status of a foreign teacher is as similar as possible to their employment status in their country of origin. Initially addressing the role of Qualifications Frameworks, which as a global phenomenon had been pursued in a number of regions of the Commonwealth, Dr Keevy explored how in an effort to address equivalencies in qualifications, there were significant challenges in the transferability of teacher qualifications across borders. He then presented the underlying thinking on ‘comparability’ as against ‘equivalency’, prior to explaining the strategy adopted by SAQA for the development of a comparability table for teacher qualifications in the Commonwealth.

Emphasising that ‘comparison’ of qualifications must nevertheless be treated as a limited and high risk endeavour, he said that it was a fact that the greater the transparency with which the qualification is presented, the easier it is to compare one qualification with another, and the more reliable the system of recognition by which a qualification may be accepted.

Figure 1: Average number of pathways available to achieve qualified status per region



There were limitations even to this approach, however. For example, the greater the detail of specification, the more elusive the comparability. Pedagogy/education methodology, examinations and the nature of the institutions are all factors which can limit or facilitate the comparison of teacher qualifications.

Dr Keevy provided some examples and instances of the challenges from the comparability table that had been developed, based on 38 Commonwealth countries. He concluded by making the point that there were significant differences in teacher qualifications offered across the Commonwealth and that global forces are at play. For example, there is a definite convergence and architectural similarity in teacher qualifications. While in this context small and developing countries face unique

challenges, the debate has moved beyond a 'new colonisation' to initiatives in support of international benchmarking. In Dr Keevy's view, there is a need for small and developing countries, of which the Commonwealth has a number in its membership, to be conscious of the limitations of the 'transferability' of teacher qualifications across borders and to engage with the developed world, who are in the forefront of international movements in respect of qualifications and quality assurance. He stated that there were key areas that need further development, such as:

- ◆ Limitations of ISCED – moving beyond time-based models;
- ◆ Looking beyond initial teacher qualifications;
- ◆ Considering the implication of the study in the broader debate of promoting teacher status.

Figure 2: Overview of ISCED levels

ISCED Level	Typical Name	Typical Entry Requirement	Typical Duration (full time)		Characteristics
0	Pre-primary education	At least 3 years	Depends of local age of entry to Primary schooling		
1	Pre-primary education	Between age 5 and 7	6 years		Studies characteristics of primary education – e.g. reading, writing and mathematics
2	Lower secondary or second stage of basic education	Completion of Level 1 (or 6 years of primary schooling)	2A	3 years after Level 1. Usually more subject orientated	Provide access to 3A or 3B programmes
			2B		Provide access to 3C
			2C		Preparing for direct access to the labour market
3	(Upper) Secondary education	Completion of Level 2 Entrance age typically 15 or 16 years	3A	3 years after Level 2	Direct access to 5A programmes
			3B		Direct access to 5B programmes
			3C	Variable – fewer than 6 months to more than 2 years	These programmes lead directly to labour market, SCED 4 programmes or other ISCED 3 programmes
4	Post-secondary non-tertiary education	Completion of Level 3 (but often not significantly more advanced than programmes at Level 3)	4A	From 6 months to 2 years	Programmes that prepare for entry to Level 5 programmes – typical examples are pre-degree foundation courses
			4B		Designed for direct labour market entry
5	First stage of tertiary education	Completion of Level 3A, 3B or Level 4A	5A	Minimum duration – 3 years after completing Level 3	Largely theoretically based – provide qualifications for entry to advanced research programmes (Level 6) or professions with high skills requirements
			5B	Minimum duration – 2 years after completing Level 3	More practical/technical/occupationally specific than 5A programmes. Do not provide access to Level 6 programmes
6	Second stage of tertiary education	Completion of Level 5A	Variable		Leading to an advanced research qualification

Basic Education – 9 years

Country Studies on Qualifications Quality Assurance – a UNESCO Initiative

Dr Akemi Yonemura, UNESCO Higher Education and Quality Assurance Division

The second presentation from UNESCO was made by Dr Akemi Yonemura of UNESCO's Higher Education and Quality Assurance Division, Paris, France. In a wide-ranging presentation, which encompassed the history of UNESCO's initiatives in seeking to have countries adopt an approach of mutual recognition of professional qualifications across borders,⁴ Dr Yonemura commenced by looking at the figures for international student mobility. As this reveals the complexity not only of qualifications in one country and their recognition in another, but the status of nationals of one country who obtain qualifications from another, she provided data which revealed the extent of this mobility of qualifications and human capital specifically in relation to the African continent:

- ◆ Fifty-one per cent of tertiary level students from the African continent study in Western Europe;
- ◆ Twenty-one per cent of African tertiary students remain in sub-Saharan Africa (principally South Africa) for their studies;
- ◆ Twenty per cent of African tertiary students study in North America.



Dr Akemi Yonemura

Table 1: Top 10 Countries: Highest Rate of Mobile Students



	Country	Region	Enrolment	Mobile Student	Domestic & Abroad	% Abroad
1	Maldives	SWA	73	1,215	1,288	94.33%
2	Luxembourg	NAWE	2,692	6,847	9,539	71.78%
3	Comoros	SSA	1,779	2,640	4,419	59.74%
4	Guinea-Bissau	SSA	473	600	1,073	55.92%
5	Djibouti	AS	1,928	2,378	4,306	55.23%
6	Liechtenstein	NAWE	636	783	1,419	55.18%
7	Bermuda	LAC	639	772	1,411	54.71%
8	Belize	LAC	722	751	1,473	50.98%
9	Cape Verde	SSA	4,567	4,540	9,107	49.85%
10	Cyprus	NAWE	20,587	18,993	39,580	47.99%

4 New generation of Conventions: Joint Council of Europe/UNESCO Lisbon Recognition Convention (April 1997).

Table 2: Top 10 Countries: Smallest Tertiary Enrolment (domestic & abroad combined)



	Country	Region	Enrolment	Mobile Student	Domestic & Abroad	% Abroad
1	Anguilla	LAC	47	0	47	0.00%
2	Palau	EAP	484	52	536	9.70%
3	Andorra	NAWE	401	309	710	43.52%
4	Cayman Islands	LAC	567	331	898	36.86%
5	Marshall Islands	EAP	919	116	1,035	11.21%
6	Guinea-Bissau	SSA	473	600	1,073	55.92%
7	Vanuatu	EAP	955	146	1,101	13.26%
8	Tonga	EAP	657	570	1,227	46.45%
9	Maldives	SWA	73	1,215	1,288	94.33%
10	Bermuda	LAC	639	772	1,411	54.71%

Of these areas, Western Europe is the most common destination for Francophone students, who attend institutions in France and Belgium. Lusophone students seek to pursue their studies in Portugal, while the USA is the main destination for tertiary level students from Ghana, Kenya, Nigeria and South Africa.

Dr Yonemura then outlined UNESCO's initiatives in the field of Quality Assurance in Higher Education. The purpose of these initiatives had been to protect students and other stakeholders from low-quality provision and to prevent them from falling into the hands of disreputable providers, as well as to encourage the development of quality cross-border higher education that meets human, social, economic and cultural needs. UNESCO had fostered and encouraged partnerships, sharing, dialogue, mutual trust and respect between sending and receiving countries, and had promoted the recognition of a national authority by each country, given the diversity

of national systems. Dr Yonemura stressed that in this process international collaboration and exchange was essential, as was access to transparent and reliable information about qualifications and qualifications frameworks, where they existed.

Moving specifically to the role of UNESCO in addressing issues of migration and mutual recognition of qualifications, Dr Yonemura noted that UNESCO focuses on increasing the possibilities for international students to work and reside in the country of their studies after the completion of their studies. The research revealed that almost 50 per cent of skilled immigrants are not employed at the level of their qualifications and the problem apparently resides in the interpretation of the educational levels of their qualifications, specifically content, quality and place of education. Member countries of the Organisation of Economic Cooperation and Development (OECD) emphasised the

recognition of foreign qualifications by providing examinations, supervised practice and retraining of foreign-trained health professionals, for example, who have settled in the country, but work in other jobs. Some of these schemes for facilitating labour mobility focus on the assessment of competency, rather than the recognition of qualifications.

Providing a summary of UNESCO's research into the application of mutual recognition of professional qualifications in a number of developed and developing countries, Dr Yonemura concluded by proposing a number of specific actions which could inform and improve policy recommendations to address, refine and develop mutual recognition and quality assurance in qualifications:

- ◆ Case study research and sharing of good practice in recognition of qualification agreements;
- ◆ Advocacy for greater cultural integration of migrant workers;
- ◆ Improvement in the quality of documentation to assist interpretation of academic documents, and prevention of qualifications fraud;
- ◆ Development of international guidelines, standards and benchmarking tools relating to education, qualifications, recognition framework and employment;
- ◆ Commissioning of studies on the impact and effect of mutual recognition agreements on migration flows;
- ◆ Consultation on the area of competency assessment frameworks to develop and refine tools to aid competency assessment and the implementation of competency-based systems for recognition of skills;
- ◆ Formulation of a global directory of country education profiles that can be used as a resource by all stakeholders.

Qualified Teacher Status – Indicating the Teaching Profession's Standards: Lessons from Finland, Ireland and Korea and California

Dr Margaret Snow, Academy for Educational Development, USA

Dr Margaret Snow presented research that she had conducted on teaching qualifications in California, USA, in comparison to those of Finland, Ireland and Korea. The data, which came from the OECD dataset, examined teacher training and licensing programmes over several years. Her findings revealed that Ireland, Finland and Korea have rigorous teacher training programmes and their supply of teachers was adequate to their needs. The teacher training programmes began at post-graduate level.

California, on the other hand, is overwhelmed with the size of its population, which has doubled over the last three decades. Teacher supply has not increased at the same rate. California has been proud of its public school system. In a *Los Angeles Times* newspaper-administered poll, it was found that teachers were better qualified than they had been in the previous decade. However, the quality of those choosing the teaching profession had fallen, and the best people were no longer taking up teaching.

Eighty-two per cent of the states of the USA require a teacher to be certified in the subject which is to be taught. In California, however, over 100,000 teachers were needed and only two courses in the California system in teacher training are devoted to the subject specialisation of the teacher. Whereas California has made gains in relation to mathematics and was ahead of the rest of the USA in performance in this subject, it is ranked at the bottom of the nation's education system.

The Symposium – Day Two

Main Address

Making it Happen: Challenges of Transforming Education Policy into Practice – the Role of Research

Maxine Henry-Wilson, former Minister of Education, Youth and Culture, Jamaica, and Education Consultant and Lecturer in Public Policy, University of the West Indies



Mrs Maxine Henry-Wilson

The second day of the Symposium opened with a main address from Mrs Maxine Henry-Wilson, former Minister of Education, Youth and Culture of Jamaica and Education Consultant and Lecturer in Public Policy at the University of the West Indies. The chair of the session, Dr Caroline Pontefract, Director, Social Transformation Programmes Division, Commonwealth Secretariat, introduced the former minister.

Mrs Henry-Wilson provided insight into her tenure as education minister when she led a

consultation process on the education system throughout the island of Jamaica. She invited 1,000 people to obtain the views of the public, as they had good information about the local circumstances and what they thought would make a difference in improving the education system. Students were also consulted and they provided their feedback early and insisted that they be a part of the process of deciding how the education system could move forward. The need for a committed, qualified, competent and effective teaching cadre became apparent and was deemed essential for national progress.

Mrs Henry-Wilson found that she became concerned about how the findings of the consultative/ participatory research were being interpreted, as there were a variety of different stakeholders. With some difficulty, effort and the use of case studies in good practice, her team of researchers came to the decisions about what were the critical factors in making the education system world class.

The findings about teachers was revealing and it was determined that current practices in the training of teachers in Jamaica had to change. The Joint Board of Teacher Education, which regulates the training and certification of teachers, had repeatedly expressed its displeasure at current standards of training. Mrs Henry-Wilson advised that many teachers do go to teacher colleges and obtain teaching diplomas. However:

- ◆ There were 22,800 teachers in the teaching service, of whom 27 per cent are men;
- ◆ Seventy-five per cent of all of the students at the University of the West Indies are female;
- ◆ Eighty per cent of teachers have only a teaching diploma, not a degree;

- ◆ Of an entry cohort of 200 student teachers, only one had opted for pursuing a teaching degree.

From the beginning of her term as Education Minister, Mrs Henry-Wilson tried to develop a good relationship with teachers. A large number of teachers had left the classroom for the private sector – in fact, she said, school classrooms had been ‘raided’, and these employers were of the view that former teachers were among their more disciplined employees. Unhappily, teaching is no longer a preferred profession and there has been a decline in the status of teachers. The attempt to fill that gap was an unintended cause, in that entry requirements were lowered and the period of training was shortened.

Jamaican teachers had been trained and had benefited from the education system, yet their conditions of work were poor and they have migrated to greener pastures. Jamaica was underperforming in education from a regional

standpoint and had slipped to 131st position in the United Nations Human Development Index. The government feared that they would lose more of their better trained citizens when the CARICOM free market came about, and that teachers would be among these. Negotiations for a salary increase had broken down and there was a teacher strike leading to a conflict between society and the teachers. Against this background, the government was impelled to develop and transform the education system.

Mrs Henry-Wilson stated that the reform process which emerged from the research had to be delicately managed, as some stakeholders felt that teachers needed to be ‘disciplined’. However, a report commissioned from KPMG Peat Marwick showed that teachers were being amply compensated. Research showed that at the entry level of teaching, other professionals were at the same level in the education system. The government realised that they also needed to recruit more and better teachers.

Session 4. Focus: Teachers for EFA: The Way Forward in a Time of Crisis

Introducing all four presenters, the Chair of this session, Professor Mary Hatwood-Futrell, founding president of Education International and currently Dean of the College of Education, George Washington University, opened the session by presenting a number of her own remarks on the importance of the focus of the research symposium and the value that such research on international teachers can have on the teaching and education system in the USA, given current challenges in obtaining quality teachers. Noting that there is a greater emphasis on accountability, she addressed concerns about attrition, high retention and teacher preparation. She proposed the need to look at the teachers who are already in the profession, as well as the modernising of the curriculum for teachers. She expressed the view that teacher training had to be ‘revamped’, as teachers must know how to use technologies to improve the quality of what they provide. She concluded by proposing that we share our experiences and learn from each other, do collaborative research and learn from experiences of others around the world.

Teacher Training in Sub-Saharan Africa: Reflections on an EI Study and Initiative

Dennis Sinyolo, Education International

Mr Dennis Sinyolo of Education International presented the preliminary findings of a study commissioned by EI which involved Liberia, Mali, Peru and Uganda. As the world’s largest

umbrella teacher organisation, encompassing teacher organisations across the globe in its membership, EI has expressed growing concerns about the employment of non-professional teachers, which has led to the casualisation and deprofessionalisation of the teaching profession internationally. In response, in conjunction with OXFAM, EI commissioned Europe External Policy Advisors



Mr Dennis Sinyolo

(EEPA), together with local consultants, desk and feasibility studies in Afghanistan, Burkina Faso, Liberia, Mali, Niger, Peru and Uganda to:

- ◆ Determine the level of the teacher gap in each individual country;
- ◆ Determine the availability (or non-availability) of a competency profile and a skills-based curriculum in each individual country;
- ◆ Assess the readiness of stakeholders to implement a Quality in Education project.

Reporting the findings for Liberia, Mali, Peru and Uganda only, Mr Sinyolo said that the research methodology employed also used field visits and interviews by local consultants to complement validation workshops which involved government ministries, universities, teacher training colleges/institutes and NGO and civil society organisations, among others.

In relation to the non-Commonwealth members, such as **Liberia, Peru and Mali**, the following emerged:

- ◆ **Liberia**, a post-conflict country facing many challenges, has a total of 22,253 primary school teachers, only 40 per cent of whom are trained and only 12 per cent of whom are female. Teachers' salaries are very low (they range between US\$70 and

US\$81 per month) and there are two operating teacher training institutes, where formerly there were three, with a combined enrolment of 656 students. Recently, the period of teacher training has been reduced from three years to one. The Ministry of Education has developed a professional standards manual with a competency profile, but it has not yet been implemented. Nor has the new teacher training curriculum been implemented, as it awaits piloting. Textbooks donated by the US Government are also not in line with the (new) curriculum.

- ◆ In **Mali**, 44 per cent of the 44,014 primary school teachers are unqualified and of the entire teaching complement, women comprise 22 per cent of the teaching staff. The majority of teachers in community schools have no training at all and their education level is low, not exceeding nine years in most instances. Most teachers in public schools are trained for 90 days, of which half is theory and the other 50 per cent is teaching practice. The pupil-teacher ratio is 54:1. The country has a skills-based curriculum, but teachers have not been trained to implement it.
- ◆ **Peru** has a large number of qualified teachers, of whom three-quarters are graduates of higher institutes of pedagogy, while the rest are university graduates. There is an over-supply of teachers with a diploma in pedagogy. However, Peru has a serious shortage of teachers who can implement bilingual and intercultural education catering for the needs of indigenous Peruvians and it does not have a standard teacher competency profile.

Finally, Mr Sinyolo revealed that data obtained on the only Commonwealth country, **Uganda**, showed that 14 per cent of teachers are unqualified with a particularly high pupil-teacher ratio of 90:1 in the north of the country. Uganda has a high number of unemployed and qualified teachers, as well as a skills-based curriculum. However some schools are without sufficient teachers and some teachers are without schools.

Teacher Attrition and Retention in the USA: A Meta-Analytic and Narrative Review of the Research

Judith McQuaide, NEA Research Division

Ms Judith McQuaide of the Research Division of the NEA based her presentation on research which had been presented to the 2006 NEA research conference held in Nevada, USA. The researchers reviewed and highlighted the findings of existing studies, using meta-analysis to select and synthesise the results of 34 studies about or relating to the subject. The study by Constanzo and Wolman⁵ reflected that in the USA, teachers are leaving the profession at a greater rate than is desirable and that attrition is a particular problem among teachers in the first five years of their careers. This attrition has serious financial implications for school systems, as new hiring is costly, and when teachers leave the profession, their training and experience go with them. The cost of attrition in US public schools in 2000 was more than US\$2 billion. Ms McQuaide identified the following key factors which the research had determined influenced the rates of attrition. These included:

- ◆ Teacher demographic characteristics, such as race, ethnicity and age;
- ◆ Teacher qualifications, such as specialty areas, qualifications, training and achievement;
- ◆ School organisation and physical characteristics, such as location, size, and the presence of induction and support programmes for teachers;
- ◆ Characteristics of the student body, such as socio-economic status and achievement levels;
- ◆ School resources, such as instructional material and teacher salaries.

Of particular interest was the finding relating to teacher qualifications and the fact that attrition among graduates with specialised science or maths degrees was higher than among teachers who were only certified. Further,



Ms Judith McQuaide

teachers with maths and science degrees were about twice as likely to leave as were teachers with other undergraduate degrees. The attrition rates of teachers with five or six years of teaching experience was greatest.

Observations and conclusions of the study encompassed the following assertions:

- ◆ Current levels of teacher attrition in the USA cannot be considered 'healthy' and policy-makers should consider initiatives to train, recruit and motivate the most qualified teachers to remain in the profession.
- ◆ Teachers' working conditions are an important predictor of high attrition, together with salaries, instructional resources and even the characteristics of the school's student body.
- ◆ Programmes to improve working conditions and compensation of teachers should significantly improve teacher retention and student achievement.
- ◆ There is a need for stronger mentoring and induction programmes for teachers and for the targeting of schools and districts which experience high rates of attrition for improved interventions.

5 Constanzo, R and Wolman, P, Why Do Teachers Quit Teaching and What Can We Do About It?, NEA, November 2006.

An ILO Commissioned Study of International Teacher Recruitment

William Ratterree, Education Sector Specialist, ILO

William Ratterree, Education Sector Specialist at the ILO, opened his presentation by providing a global perspective on the shortage of qualified teachers and the need for many developing countries, in particular, to address this shortage if they are to improve the situation by 2015. Noting that sub-Saharan Africa will need to double its rate of recruitment of qualified teachers, if assumptions on pupil–teacher ratios are adhered to, he presented data which showed that estimates in countries such as **Burkina Faso, Chad, Congo and Mali** suggest there is a need to raise annual teacher recruitment rates by over 10 per cent, and in the case of Ethiopia by 50 per cent, in order to double the size of the current teaching force .

Further, Mr Ratterree proposed that current projections may not reflect future trends, as many factors are at play, especially in developing countries. For example, pupil–teacher ratios recommended by the Fast Track Initiative as a minimum of 40:1 are not likely to be met, as the pupil–teacher ratio differs widely, with levels in some countries as high as 100:1. Estimates of teacher attrition rates also vary greatly (from less than 4 per cent to more than 10 per cent) and ‘contract and unqualified’ teachers are now being counted along with the fully qualified. In some regions, HIV/AIDS continues to wreak havoc on the teaching force and the gender gap in teacher recruitment is of particular note. For example, it is evident that the five countries that have the greatest shortage of teachers are those in which female teacher representation in the teaching force is very low.

Mr Ratterree noted that one of the greatest concerns in some countries is the urban/rural divide. In a significant number of countries it is becoming increasingly difficult to recruit qualified teachers for rural and disadvantaged areas. This factor also has implications for the gender issue, as female teachers are neither willing – nor sometimes permitted – to



Mr William Ratterree

Table 3: Primary teacher recruitment trends

Region	Average annual growth rate (%)	
	1996-2000	2000-2004
Arab States	1.3	1.8
Gen. and E.Er/Cen.Asia	-1.4	-1.7
East Asia & Pacific	-3.8	-2.6
Latin America/Carib	-	1.8
N.America/West Europe	1.5	0.4
South and West Asia	5.0	4.0
Sub-Saharan Africa	3.2	3.0
World	1.9	0.2

Source: UIS, 2006

undertake assignments in remote regions where their personal security may be under threat. In this respect, Mr Ratterree stated that a great number of unqualified or less qualified teachers may be found in rural and remote areas. For example:

- ◆ In Namibia 92 per cent of all teachers in the capital are qualified, while only 40 per cent of those in the rural north are qualified;
- ◆ In Uganda 66.6 per cent of teachers in urban areas are qualified, but only 50 per cent in rural areas.

Table 4: Recent recruitment performance and annual growth rate needed to achieve UPE, selected countries

Country	Annual growth needed 2004-15	Average annual growth 2000-4
Saudi Arabia	4.8	1.8
Bangladesh	3.0	1.4
Pakistan	3.1	0.5
Malawi	4.8	1.3
Eritrea	9.5	6.6
Burkina Faso	11.4	7.6
Congo	12.7	0.5
Chad	12.8	5.1

Some Latin American countries, including **Bolivia, Chile, Cuba, Ecuador, El Salvador, Honduras, Panama, Peru and Venezuela**, provide salary bonuses and benefits for teachers who work in rural areas. Targeted recruitment and incentive policies can also help, as can establishing quotas for teacher training by recruitment of ethnic minorities and castes under affirmative action programmes. Mr Ratterree also noted the paradox that teachers cost too much to train, yet earn so little. In some countries, teachers' salaries account for 90 per cent of recurrent education expenditure. Yet in many poor countries their salaries are often at poverty level.

The benchmarks of the Fast Track Initiative focus on gross domestic product (GDP) per capita rather than comparative salaries in other occupations requiring similar kinds of qualifications and skills. UNESCO's EFA *Global Monitoring Report* has demonstrated that the

share of the national purse spent on education declined in 40 of the 105 countries covered during the period 1999–2006. In sub-Saharan Africa, half of the countries spend less than 4 per cent of their national expenditure on education, and in South Asian countries spend less than 3 per cent of GDP. Mr Ratterree concluded his presentation with ten recommendations for the development of a global teacher policy framework:

- 1. Defend and promote professionalism in teaching.**
- 2. Finance education at levels that ensure quality and sustainability.**
- 3. Strengthen teacher governance and management.**
- 4. Establish and maintain high teacher qualification and relicensing standards.**
- 5. Develop and maintain continuing professional development programmes for all teachers.**
- 6. Create transparent, diversified career structures for teacher retention and motivation.**
- 7. Set remuneration levels consistent with attracting and retaining the best qualified, most capable individuals.**
- 8. Identify and apply targeted material and professional incentives for rural and remote areas.**
- 9. Establish and protect optimal teaching and learning conditions.**
- 10. Make the teachers' voice count – teachers are best represented by their organisations.**

Session 5: Presentation of Recommendations and Agreement of Statement

Moderated by Ms Jill Christianson of the NEA International Relations Division, this session involved open discussion by all participants and presenters in response to a draft which a small group had developed, based on the presentations of the Symposium. The final statement was not in fact agreed by all until a later date. The contents of the final statement are reflected at the front of this report as The Washington Statement on Teachers.

Appendices

1 Symposium Programme

Wednesday, 18 March 2009

Formal dinner and official opening for all participants in the NEA News Conference Room
Hosted by the National Education Association of the USA

6.00 pm	Reception
6.15–7.00 pm	Remarks
7.00–9.00 pm	Dinner

1. Welcoming Remarks and Introductions – John Wilson, NEA Executive Director
2. Commonwealth Message – Dr Caroline Pontefract, Director, Commonwealth Secretariat
3. Introduction of Keynote Speaker – Dr Roli Degazon-Johnson, Education Adviser, Commonwealth Secretariat
4. Keynote Address – ‘Driving Forward the Teachers for EFA Agenda’, Steven Obeegadoo, Director, EFA Secretariat, UNESCO and former Minister of Education, Mauritius
5. Vote of Thanks – Samidha Garg, Convenor, Commonwealth Teachers Group

Symposium – Day One

Thursday, 19 March 2009

9.00–10.45 am	Coffee
10.15–12 noon	Session 1. Focus: <i>Closing the Teacher Gap – What the Research Tells Us</i> Chair: Samidha Garg , International Relations Officer, NUT

1. Researching the Commonwealth Teacher – An Overview, Dr Roli Degazon-Johnson, Education Adviser, Commonwealth Secretariat
2. International Teacher Recruitment and Mobility – the United States Scenario, Dr Carol Anne Spreen, University of Virginia; David Edwards, NEA, International Relations; and Shannon Lederer, AFT, International Affairs
3. Implementation of the Commonwealth Teacher Recruitment Protocol – Preliminary Findings, Dr Kimberly Ochs, Consultant and author of *Teaching at Risk – Teacher Mobility and Loss in Commonwealth Member States*
4. International Teachers: Mobility and Transition Issues, Dr Sadhana Manik, University of KwaZulu-Natal and Dr Winsome Waite, Learning Point Associates

Observations and discussion

10.45–11 am	Coffee
-------------	--------

- 11–12.45 am **Session 2. Focus:** *International Teacher Quality, Qualifications and Professional Recognition in the Context of International Recruitment and Migration*
 Chair: **William Ratterree**, Education Sector Specialist, ILO
1. Reciprocity and Licensure in the USA and Canada, Segun Eubanks, Director, NEA Department of Teacher Quality and John Staple, Deputy Secretary General, Canadian Teachers' Federation
 2. Researching Commonwealth Teacher Qualifications Comparability – Preliminary Findings of a Study to Reduce Skills Discounting and Promote Teacher Status, Dr James Keevy, South African Qualifications Authority
 3. Country Studies on Qualifications Quality Assurance – a UNESCO Initiative, Dr Akemi Yonemura, UNESCO Higher Education and Quality Assurance Division.
 4. Qualified Teacher Status – Indicating the Teaching Profession's Standards: Lessons from Finland, Ireland and Korea and California, Dr Margaret Snow, Academy for Educational Development, USA
- 1–2 pm Lunch
- 2.15–3.30 pm **Special Session:** Introduction of Main Speaker – **Lily Eskelsen**, NEA Vice-President
Main Address: *What the International Data Says about Closing the Global Teacher Gap*, **Professor Linda Darling-Hammond**, Charles Ducommun Professor of Education, Stanford University, USA
- Questions and discussion
- 3.30–4.00 pm Observations and discussion
- Conclusion of Day One

Symposium – Day Two

Friday, 20 March 2009

- 9.00–9.45 am Chair: **Dr Caroline Pontefract**, STPD Director, Commonwealth Secretariat
Main Address: *Making it Happen: Challenges of Transforming Education Policy into Practice – the Role of Research*, Maxine Henry-Wilson, former Minister of Education, Youth and Culture, Jamaica, and Education Consultant and Lecturer in Public Policy, University of the West Indies.
- 9.45–10.15 am Coffee
- 10.15–12.30 am **Session 4. Focus: *Teachers for EFA: The Way Forward in a Time of Crisis***
Chair: **Mary Hatwood-Futrell**, Education International Founding President and Dean of the College of Education, George Washington University.
1. Teacher Training in Sub-Saharan Africa: Reflections on an EI Study and Initiative, Dennis Sinyolo, Education International
 2. Teacher Attrition and Retention in the USA: A Meta-Analytic and Narrative Review of the Research, Judith McQuaide, NEA Research Division
 3. An ILO Commissioned Study of International Teacher Recruitment, William Ratterree, Education Sector Specialist, ILO
- 12.30–1.30 pm Lunch
- 1.30–2.30 pm **Session 5**
Small discussion groups to address recommendations for further research and action
- 2.30–3.30 pm Presentation of Recommendations and Agreement of Communiqué
Moderator: Jill Christianson, NEA International Relations Division
- 3.30–4.00 pm Conclusion and departing remarks
- 5.00 pm Activity for international guests

2. List of Participants

Ms Jill Christianson

International Relations
National Education Association
1201 16th Street, NW
Washington DC 20036, USA

Dr Adriane Dorrington

Senior Policy Analyst
National Education Association
1201-16th Street
Washington DC 20036, USA
Tel: 001 202 8227456
Email: adorrington@nea.org

Dr Roli Degazon-Johnson

Education Adviser
Education Section
Commonwealth Secretariat
Marlborough House, Pall Mall
London SW1Y 5HX, UK
Tel: +44 207 7476289
Email: r.degazon-johnson@commonwealth.int

Mr David Edwards

Senior Programme Officer (International Relations)
National Education Association
1201 16th Street North West
Washington DC 20036, USA
Tel: 001 202 822 7342
Mobile: 001 202 436 4363
Email: DEdwards@nea.org

Mr Segun Eubanks

Director of Teacher Quality
National Education Association
1201 16th St, NW
Washington, DC 20036, USA
Tel: 001 202 8227339
Email: seubanks@nea.org

Ms Mary Hatwood-Futrell

The George Washington University
2134 G Street, NW
Washington, DC 20052, USA
Tel: 001 202 9941445/001 202 9946161
Email: mfutrell@gwu.edu

Mrs Maxine Henry-Wilson

Lecturer in Governance
39A Grosvenor Terrace
Kingston 8, Jamaica
Tel: 001-876-9255050
Mobile: 001-876-8325124
Email: maxinehenrywilson@yahoo.com

Ms Shannon Lederer

Assistant Director
International Affairs
AFT
555 New Jersey Avenue NW
Washington, DC 2001, USA
Tel: 001 202 8794462
Mobile: 001 202 4871259
Email: Slederer@aft.org

Dr Sadhana Manik

Lecturer
University of KwaZulu Natal
PO Box 1632, Verulam 4340
South Africa
Tel: +27 31 2608604/5
Mobile: +27 0836505975
Email: manik@ukzn.ac.za

Ms M Miller

Policy Associate
Alliance for Excellent Education
1201 Connecticut Avenue NW
Ste 901
Washington DC, USA
Tel: 001 202 2619869
Email: mmiller@all4ed.org

Dr Kimberly Ochs

Jackson & Associates
2nd Floor
43 Broomfield Road
Chelmsford
Essex CM1 1SY
Tel: +44 1865 522431
Mobile: 001 6123452055
Email: Kimberlyochs@gmail.com

Mr Steven Obeegadoo

Director, EFA
UNESCO
7 Place de Fontenoy
75007 Paris, France
Tel: +33 1 45681021
Mobile: +33 628736494
Email: Sobeegadoo@intnet.mu

Dr Caroline Pontefract

Director, Social Transformation Programme
Commonwealth Secretariat
Marlborough House
Pall Mall; London SW 1Y 5HX, UK
Tel: +44 207-7476460
Email: C.Pontefract@commonwealth.int

Mr Bill Ratteree

ILO
4 Route de Morillons
CH-1211 Geneva 22
Switzerland
Tel: +41 22 7997143
Email: ratteree@ilo.org

Mr Dennis Sinyolo

Co-ordinator, Education and Employment
Education International
5BD Du Roi Albert II
1210 Brussels, Belgium
Tel: +32 2 22240679
Email: dennis_sinyolo@ei-ie.org

Mr Joe Samuels

Deputy Executive Officer
South African Qualifications Authority
1067 Arcadia Street, Hatfield
Pretoria, South Africa
Tel: +2712 4315027
Mobile: +27 828331271
Email: jsamuels@saqa.co.za

Ms Margaret Snow

Education Program Officer
AED
1736 Columbia Road, NW#310
Washington DC 20009, USA
Tel: 001 202 8848143
Mobile: 001 202 7255037
Email: Msnow@aed.org

Mr Salim Vally

Senior Researcher
Education Policy Unit, School of Education
University of Witwatersrand
Private Bag 3, Wits, 2050
South Africa
Tel: 00 27 11 7173076
Mobile: 00 27 828025936
Email: Salim.Vally@wits.ac.za

Dr Winsome Waite

Senior Program Associate
Learning Point Associates
1100 17th Street NW
Washington DC 20036, USA
Tel: 001 202 7784581
Mobile: 001 301 8730323
Email: winsome.waite@learningpt.org or
Winsome.waite@gmail.com

Ms Akemi Yonemura

Program Specialist
UNESCO
7 Place de Fontenoy
75352 Paris, France
Email: a.yonemura@unesco.org



With a shortfall of 18 million teachers in the numbers required to meet the education Millennium Development Goals, research on the global teaching force becomes critical in informing planning and preparation for future learners. Yet data about teachers across all regions of the Commonwealth is not yet reliable enough or adequate for truly effective planning and policy-making. Since 2006, the Commonwealth Secretariat has held a series of research symposia to explore aspects of this data gap in an attempt to help address the problem. This publication reports on the proceedings of the fourth symposium, held in conjunction with the US National Education Association, which looked particularly at international teacher mobility, recruitment and retention, and the significance of this research for the future of education, globally.



Commonwealth Secretariat

ISBN 978-1-84929-018-0



9 781849 290180