Enhancing Teacher Professionalism and Status

PROMOTING RECOGNITION, REGISTRATION AND STANDARDS

KIMBERLY OCHS, EDITED BY ROLI DEGAZON-JOHNSON AND JAMES KEEVY

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Former Permanent Delegate of Nigeria to UNESCO, UK

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Summary

On 23–25 March 2010, the Commonwealth Secretariat in collaboration with the South African Qualifications Authority (SAQA) convened the Fifth Annual Commonwealth Teachers' Research Symposium at the University of the Free State (UFS) in Bloemfontein, South Africa. The Symposium is the fifth 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 (2004). The meeting brought together researchers, officials and representatives of regional and international organisations and higher education institutions, and included delegates from the American Federation of Teachers, CARICOM, the Commonwealth Foundation, the South African Department of Higher Education and Training, Education International, UNESCO, University of KwaZulu-Natal, University of Melbourne, University of Virginia, University of Witwatersrand and Zayed University.

The theme of the Fifth Annual Commonwealth Teacher Research Symposium – *Enhancing Commonwealth teacher professionalism and status: Promoting recognition, registration and standards* – was informed by the outcomes of the 17th Conference of Commonwealth Education Ministers (17CCEM) in Malaysia in 2009. In particular, the call for Ministers of Education was for improvements in the quality and professionalism of teachers of education. The Teachers Forum at 17CCEM called for a renewed focus on teacher professionalism within the broader context of the impact of the global recession and the potential changes in the migration patterns of teachers.

This fifth symposium is the first to be hosted by both a strategic partner of the Commonwealth education programme, SAQA, as well as a university. There is further significance, however, in that for the first time a symposium is being held in South Africa. The role of South Africa in the work of Commonwealth teacher recruitment and mobility has been significant. In 2003, at a Commonwealth Education Ministers meeting, the then Minister of Education of South Africa strongly supported the call for a teacher recruitment protocol and insisted that the preparation be concluded within one year. South Africa served as a member of the Commonwealth Working Group on Teacher Recruitment that drafted the Protocol, which was adopted by Ministers in 2004. The Working Group on Teacher Qualifications and Professional Recognition, convened in 2005, was chaired by Duncan Hindle, Director General of Education in the South Africa Department of Education. The government of South Africa hosted the 16th Conference of Commonwealth Education Ministers (16CCEM) in Cape Town in 2006 and called for a study of the implementation of the Protocol to be conducted in time for the 17th Conference of Commonwealth Education Ministers.

The symposium was opened with messages from Dr Louis van der Westhuizen of the University of the Free State, Samuel Isaacs, Chief Executive Officer of the South African Qualifications Authority and Mme Simone de Cormarmond, Chairperson of the Commonwealth Foundation and former Minister of Education of the Seychelles. The opening also served as the launch for the Commonwealth Secretariat publication, *Fair Trade for Teachers: Transferability of Teacher Qualifications in the Commonwealth*. Authors Dr James Keevy, of SAQA, and Professor Jonathan Jansen, Rector of the University of the Free State both delivered brief addresses to delegates.

The first session of the symposium, chaired by Mme Simone de Cormarmond, commenced with a welcome message from Dr Roli Degazon-Johnson, Education Adviser of the Commonwealth Secretariat, followed by the introduction of the keynote speaker from Dr James Keevy of SAQA. Professor Jonathan Jansen delivered the keynote address on the theme of the conference, ''Enhancing Commonwealth teacher professionalism and status: Promoting recognition, registration and standards''.

Professor Jonathan Jansen chaired the second session. Dr Diane Parker, Chief Director of Teacher Education at the Department of Higher Education and Training in South Africa, first presented on the topic of promoting teacher recognition and status in South Africa. Dr Sadhana Manik, Lecturer at the University of KwaZulu-Natal, followed to address transnational migration, gender and teacher status.

Samuel Isaacs, Chief Executive Officer of the SAQA, made the last presentation of the session on the role of SAQA in the professional qualifications and research context, including new opportunities for South African teachers and the South African Council of Educators (SACE) to further improve the professional status of teacher. A discussion followed the three presentations.

The third session was chaired by Dennis Sinyolo, co-ordinator of education and employment at Education International. Professor Lesleyanne Hawthorne, of the University of Melbourne, first presented country case studies of Australia, Canada, New Zealand and the UK from her research into Commonwealth teacher qualifications. Dr Roli Degazon-Johnson, education adviser at the Commonwealth Secretariat, and Dr Gloysis Mayers, associate professor at Zayed University in the United Arab Emirates gave a joint presentation addressing personal agency, professional development and status in Commonwealth teacher migration. The final presentation of the session was made by Constance Vigilance of the Economic Affairs Division of the Commonwealth Secretariat on economics and education with a focus on Commonwealth small states, labour markets and human capital. A discussion followed the first two presentations, and a second discussion session followed the third presentation.

The second day of the symposium started with a review of the first day by Dr James Keevy who outlined three interrelated themes: qualifications, credential evaluation, and migration. He then reviewed key questions and reflections raised during the first day of the symposium on the subject of qualifications. During this session, delegates also discussed the draft symposium statement.

Ambassador Michael Omolewa, the former permanent delegate of Nigeria to UNESCO, chaired the fourth session. Presentations were given by Mr Lucio Sia, programme specialist in the teacher education section of UNESCO, Dr Morella Joseph, coordinator of the CARICOM task force on teacher professional development, and Ms Shannon Lederer of the American Federation of Teachers.

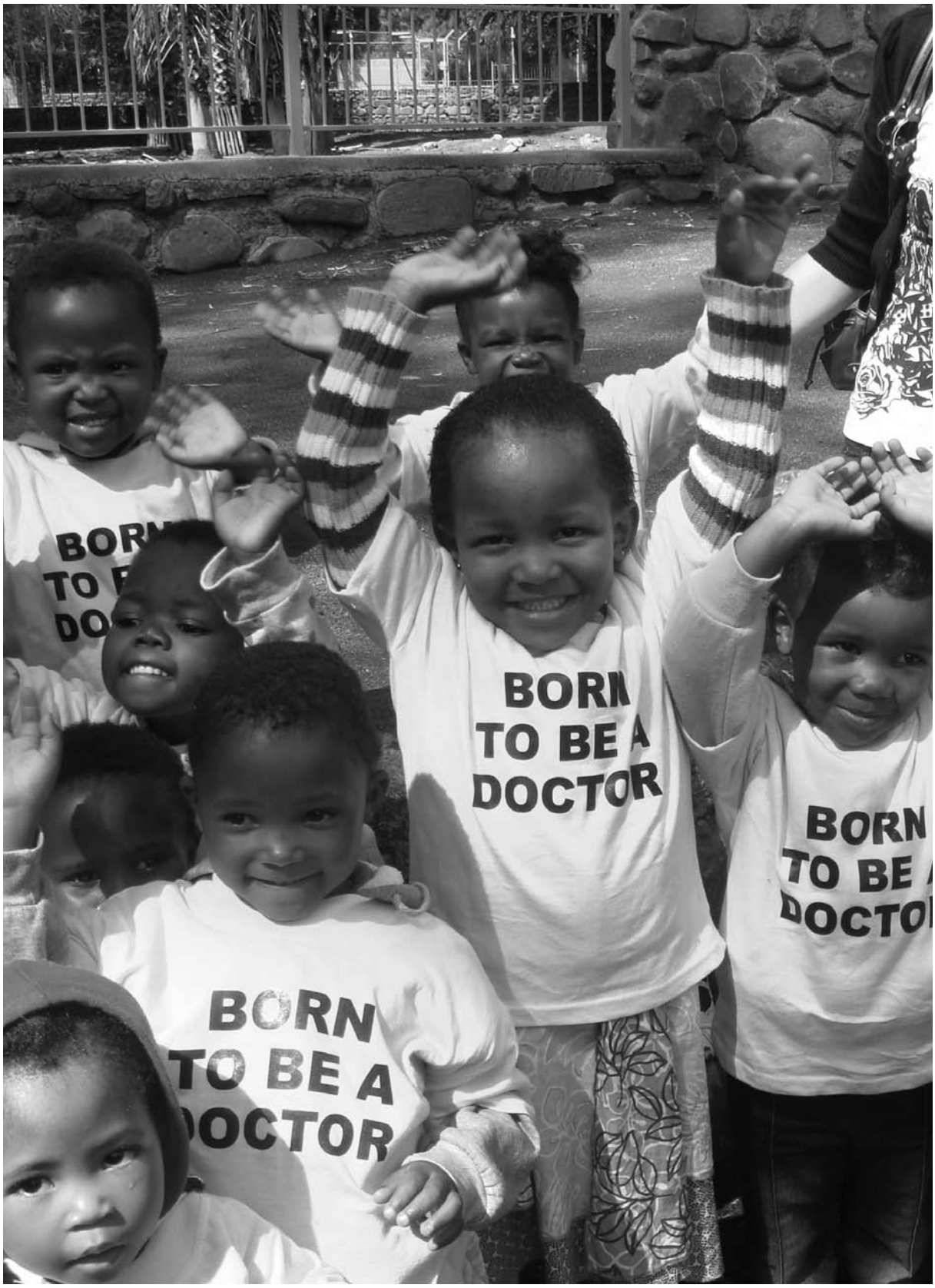
The concluding ''fish bowl'' session took place at a different building at the University of the Free State. University lecturers, student and the public were invited to join. The ''fish bowl'' involves a different arrangement of chairs than a typical panel: there is an inner-circle with a discussion and an outer circle that observes. Open chairs are included in the inner circle so that people from the outer circle can join in the discussion when they make their intervention. The first panel discussed the theme of teacher status and professional recognition. The second panel discussed the theme of teacher qualifications, recognition and comparability.

Delegates identified the following key issues during the course of the fifth research symposium:

- Internationally, and particularly across the Commonwealth, there has been a devaluation of the professional status of teachers. In many countries there is a notion that anyone can teach anything. Prescriptive teaching methods that come into education systems are part of the problem; they communicate to teachers that they are generalists rather than specialists, and can be deployed anywhere. This undermines the professionalism and confidence of teachers.
- A clear distinction can be made between the professionalisation and professionalism of teaching. Professionalisation is the social and political project involving aspirations for recognition of teaching as a profession. Professionalism comprises: the focus on teachers' work; becoming professional in one's outlook, knowledgeable and committed; developing professional judgement (which some researchers believe are counter to processes going on at the moment in the development of these prescriptive materials); professional ethics and ethos that pervades schools; and teacher identity. Professionalism also addresses how teachers are able to work and develop within a system as professionals.
- The transnational comparison of qualifications is difficult and also reflects biases rather than a rational process. There is currently a lack of technologies that are capable of capturing the complex processes of teaching that can attest to quality that is beyond the epistemological limits of an outcome statement. Attempts to increase comparability and recognition of teacher

qualifications should include also credential evaluation agencies.

- We have an improved understanding of teacher qualifications and standards, which considers local, national, international and transnational contexts. Qualifications cannot simply be transposed from one country to another. The context of the education system should also be considered carefully.
- Teacher migration is increasingly a global phenomenon and requires both qualitative and quantitative research. Both research strategies are needed to influence policy effectively. Deep case studies can be powerful. Additionally, there is a key issue with recruitment agencies that have not yet been engaged in a more direct way and which are worthy of further research.
- The view that migrant teachers are commodities should be directly challenged at all levels of engagement.



South African children from an orphanage near Bloemfontein, March 2010.

Symposium Statement

Researchers, officials and representatives of regional international organisations and higher education institutions meeting for the Fifth Annual Commonwealth Teacher Research Symposium, organised by the Commonwealth Secretariat and hosted by the South African Qualifications Authority (SAQA) and the University of the Free State (UFS), agreed to the following over a two-day period during which research and data were presented and shared with all participants:

1. Teacher migration, including also serial and return migration, is recognised as an increasing global phenomenon that requires ongoing research in the Commonwealth, in both quantitative and qualitative modes. Many countries across the globe face severe current and future shortages and changes in teacher supply and demand; and the impact on learners – in this regard the influence of language (mainly English) and gender (mainly female teachers) and teachers of critical subject areas, such as mathematics and science on migration trends requires closer scrutiny;

2. Recognising that inequalities and differences within and across Commonwealth countries exist (particularly vulnerable small states), and considering that fair and ethical treatment in the international recruitment of teachers is an important cornerstone of the Commonwealth Teacher Recruitment Protocol, the view that migrant teachers are mere commodities should be directly challenged at all levels through the broad dissemination of research findings to relevant ministries of government (e.g. education, finance, economic planning, and labour), professional teacher bodies, teacher unions, and most critically, directly to recruitment agencies;

3. In order to enhance the professionalism of teachers and address the ongoing challenge of the devalued professional status of teachers across Commonwealth countries (also in comparison to other professions), teacher training, the recognition of teacher qualifications, the professional registration of teachers and the development of professional teacher standards, is actively encouraged through ongoing pan-Commonwealth research;

4. An increased acknowledgement of the role of the professionalisation of teachers through an improved understanding of teacher qualifications and standards, that considers local, national, transnational and international contexts, is encouraged in the Commonwealth to inform the manner in which teacher qualifications and standards are compared and developed;

5. A specific research focus on teacher preparation and the use of teaching standards, the interrelationship between time-based and outcomes-based approaches, as well as the manner in which complex teaching and learning can be included in teacher qualifications is proposed;

6. The increased comparability and recognition of teacher qualifications across Commonwealth countries is actively encouraged and further research in this area should also include credential evaluation agencies and the role of recruitment agencies;

Advocacy of teachers' rights, effective protection of the vulnerable teacher, and appropriate strategies should be promoted to uplift the status of teachers and teaching as a profession.

The participants concluded by expressing their gratitude to SAQA and the UFS for the hosting of the event, and the Commonwealth Secretariat for convening the Fifth Research Symposium. Participants agreed that the annual teacher research symposia have contributed directly to the development of a strong internationally-constituted community of practice that has been able to directly influence the recruitment, retention and status of teachers across the Commonwealth since 2006 through focused research.

Adopted on 25 March 2010 at the University of the Free State, Bloemfontein, South Africa.

"SYMPOSIUM DOODLES" by Sue Müller, Senior Executive Officer, NAPTOSA

Opening of the Symposium

The Fifth Commonwealth Teachers' Research Symposium was opened officially on the evening of Tuesday, 23 March 2010 at The Willows in Bloemfontein, South Africa. The dinner marked the official launch of the Commonwealth Secretariat publication *Fair Trade for Teachers: Transferability of Teacher Qualifications in the Commonwealth*.

Dr Louis van der Westhuizen of the University of the Free State welcomed delegates to Bloemfontein from Commonwealth and non-Commonwealth countries, including the UK, Seychelles, Australia, Jamaica, St Lucia, South Africa, Belgium, France, Germany, the USA and the UAE.

Samuel Isaacs, Chief Executive Officer of the South African Qualifications Authority (SAQA) welcomed delegates as co-learners coming together as a community of practice to talk about teacher education and qualifications frameworks. Mr Isaacs also pointed out that every other profession depends on teachers. The relationship between SAQA and the Commonwealth Secretariat goes back to 2005 at a conference held at University of Pretoria. Out of this came a whole series of collaborations. Mr Isaacs also remembered the contributions of Wally Morrow and Ben Parker who were instrumental in building these relationships. SAQA was established in 1998 and makes an important contribution in the area of qualifications, not only in South Africa but also abroad, including its work with the OECD and European Training Foundation.

Following music from The Odeion Spring Quartet of Bloemfontein, Mme Simone de Cormarmond, Chairperson of the Commonwealth Foundation and former Minister of Education of Seychelles, welcomed delegates on behalf of the Commonwealth Foundation and the Commonwealth Secretariat, and provided background information on the series of symposia and the significance of South Africa in the work to date on the international recruitment and migration of teachers. Mme de Cormarmond is also chairperson of the Forum for African Women Educationalists (FAWE), an organisation based in Kenya that has as its primary role the promotion of the education of women in Africa.

The Commonwealth Foundation, which has its headquarters at Marlborough House in London, presents the civil society and non-governmental organisational thrust of the Commonwealth, comprising more than two billion people. Whereas the work of the Commonwealth Secretariat is focused on working with government partners, the Foundation addresses the work of the third sector in Commonwealth countries.

The Commonwealth values principles of respect for diversity, the protection of human rights, gender equality, elimination of poverty, people-centred development and the empowerment of people. The role of the Foundation is to strengthen and support civil society and the role of professional networks so that they can take their rightful place in the democratic processes of all countries.

Mme de Cormarmond pointed out that much of the work of the Commonwealth would be impossible without the assistance and support of government and civil society, and the series of symposia on teacher recruitment and migration reflect ongoing co-operation between institutions and individuals across the Commonwealth. This is the fifth symposium in a series since the adoption of the Commonwealth Teacher Recruitment Protocol in 2004, which have been making an important contribution to the study of international mobility, recruitment and migration.

The first two symposia were held with support from the Commonwealth Teachers' Group and the National Union of Teachers in the UK. The growing interest in the symposia led to an offer by the Ministry of Education of Mozambique to host the third event. The fourth symposium was the first to be hosted in a non-Commonwealth country, by the National Association of Education in the United States. Each symposium has had its unique features and the fifth symposium is the first to be hosted by a strategic partner of the Commonwealth education programme, SAQA, as well as a university. There is further significance, however, in that for the first time a symposium is being held in South Africa.

The role of South Africa in the work of Commonwealth teacher recruitment and mobility has been significant. In 2003, at a Commonwealth Education Ministers meeting, the then Minister of Education of

South Africa strongly supported the call for a teacher recruitment protocol and insisted that the preparation be concluded within one year. South Africa served as a member of the Commonwealth Working Group on Teacher Recruitment that drafted the Protocol, which was adopted by Ministers in 2004. The Working Group on Teacher Qualifications and Professional Recognition, convened in 2005, was chaired by Duncan Hindle, Director General of Education in the South Africa Department of Education. The government of South Africa hosted the 16th Conference of Commonwealth Education Ministers (16CCEM) in Cape Town in 2006 and called for a study of the implementation of the Protocol to be conducted in time for the 17th Conference of Commonwealth Education Ministers.

Following a pan-Commonwealth survey, SAQA was selected as the most suitable Commonwealth institution to undertake the final study on teacher qualifications recognition in the Commonwealth in 2006. SAQA was further commissioned in 2008 by the Commonwealth Secretariat to undertake a more comprehensive study on teacher qualifications comparatively across 35 Commonwealth countries. This challenging and complex publication of teacher qualifications in a wide range of Commonwealth member countries, *Fair Trade for Teachers: Transferability of Teacher Qualifications in the Commonwealth*, charts new territory and has broken new ground in its effort to ensure that highly trained teachers are able to move freely between countries without their professional qualifications and skills being discounted.

Mme de Cormarmond then congratulated Professor Jonathan Jansen, Rector of the University of the Free State, and Dr James Keevy, Director of International Liaison at SAQA, and announced the official launch of the publication. Closing remarks expressed thanks to the University of the Free State and SAQA for their hosting the Symposium.

Launch of the Commonwealth Secretariat Publication *Fair Trade for Teachers: Transferability of Teacher Qualifications in the Commonwealth* by Professor Jonathan Jansen and Dr James Keevy

Author Dr James Keevy highlighted the objectives of the research to explore the territory between outcomes-based learning and time-based learning and to find new technologies to understand qualifications in a better way, using new technologies to facilitate comparisons across the world. The research found that outcomes-based technologies are limited, or as Professor Jansen put it, inadequate proxies for the quality of learning. Particularly in South Africa, and in the Commonwealth in general, the outcomes-based movement has become dominant but, as Dr Keevy put it, there is a need to reflect and think about the way to go forward given the limitations to both outcomes-based and time-based approaches. The publication reflects a move back to the time-based approach and uses the International Standard Classification of Education (ISCED) methodology, developed by UNESCO and the OECD. Dr Keevy noted that this was also not perfect and pointed out that increasingly, in both the European and global context, both time-based and outcomes-based approaches are being challenged. He called for a commitment to find the most appropriate methodologies to move forward.

Opening address from Professor Jonathan Jansen

Professor Jonathan Jansen, Rector of the University of the Free State, welcomed everyone and reaffirmed the importance of cross-cultural education. He also mentioned that South Africa is probably one of the only countries in the world in which the unions rather than government run the schools. He commended the work of SAQA in comparing qualifications across South Africa, and the core values on which its thinking is based. The challenge is in understanding the meaning of the framework in a system that has lost respect for teachers and respect for learning.

Professor Jansen talked about his experience working in the rural Free State and how people had given up hope, and raised a difficult question: what does it mean to talk about fair anything in a context that is so deeply unequal? In his view, we must talk about conditions that make teaching so unattractive both for young and experienced people, and about what it means to teach in a context where people have

given up on the vocation of teaching. Professor Jansen reflected on his work as a young teacher in a rural area of South Africa on the west coast where the high school students were older than he was, after the schools had opened up to blacks in the area. He understood that his role was to ensure that students escaped poverty and succeeded. Many of these pupils, indeed, went on to do well as university professors, economists and politicians. There was a community of teachers that understood that irrespective of the circumstances in which they taught, they had an obligation to other people's children and not just their own. Professor Jansen believes that we have lost this view, and there is a need to talk about what teaching means in South Africa, when the country in 2010 spent R140 billion on education. South Africa produces the worst results, as measured in GDP terms.

Professor Jansen asked: what does this mean? If you are going to talk about free and fair trade, what does that mean when teachers, learners, parents give up hope on education? What does this mean to lift our societies and communities out of poverty? He closed with a story about receiving an email from a principal at one of the most challenging schools in South Africa, the Observatory in Johannesburg, which lies on the border of a slum. He had sat with the principal in her office who addresses the young girls as "ladies" in the primary school, and struggles day after day to make sure that every one of these young people has a sense of dignity and self-respect, despite the drugs, prostitution and crime in the area. She sent an email to Professor Jansen and said that she had given up and just wanted out, because the government did not support her and she had no money to pay for the electricity. The school is treated as a former white school although all of the pupils are black and she has made every effort to get top black teachers. Professor Jansen noted that this is a principal who is not someone who gives up. Professor Jansen called for a reality check and asked: what does it mean to teach and learn in a system in which the best say that they cannot do this anymore? How can people talk in profound terms about a scholarship of teaching when we are struggling to do very basic things? There are between 27,000 and 28,000 schools in South Africa struggling with issues of legacy that have not yet been addressed. When Professor Jansen was at the University of Pretoria, he used to take his doctoral students to Mozambique and Namibia. Around Maputo there were schools where the bullet holes were still in the walls of the school, but yet such schools gave better discipline, commitment, results and outcomes than in the average township school in South Africa.

In conclusion, Professor Jansen expressed his delight and honour in working with Dr Keevy on their work reflected in the publication. He encouraged discussants to address the conditions under which teachers teach, as well as the loss of conviction for teaching.

Symposium Day One

Session 1. Commonwealth Welcome Message and Keynote Address

Chaired by Mme Simone de Cormarmond, the symposium commenced with a welcome message from Dr Roli Degazon-Johnson, Education Adviser of the Commonwealth Secretariat, followed by the introduction of the keynote speaker from Dr James Keevy of SAQA. Professor Jonathan Jansen delivered the keynote address on the theme of the conference, "Enhancing Commonwealth teacher professionalism and status: Promoting recognition, registration and standards".

The Commonwealth message

Dr Degazon-Johnson welcomed delegates to the research symposium and thanked in particular representatives of teachers' unions, ministries and departments of education who had come to Bloemfontein. She noted that this symposium is the fifth in a series that have been held in direct response to the request of Commonwealth Ministers of Education since 2004 to monitor the status and mobility of teachers through the Commonwealth Teacher Recruitment Protocol. This work led to the area of the recognition of teacher qualifications as one means of ensuring that the status of teachers is in no way affected when they cross borders, and that their qualifications are not discounted or not recognised.

This symposium theme was informed by the outcomes of the 17th Conference of Commonwealth Education Ministers (17CCEM) in Malaysia in 2009. In particular, the call from Ministers of Education was for improvements in the quality and professionalism of teachers of education. The Teachers Forum at 17CCEM called for a renewed focus on teacher professionalism within the broader context of the impact of the global recession and the potential changes in the migration patterns of teachers.

The hosting of this year's symposium by the South African Qualifications Authority follows the development of a trusted partnership with the Commonwealth Secretariat. In 2006, the Secretariat commissioned SAQA to conduct an eight country pilot study. The Commonwealth has benefitted from the professional expertise of SAQA, which is responding to national, regional and international needs in the area of professional qualifications and accreditation.

On behalf of the Commonwealth Secretariat, and the ministries of education and teachers that it serves, Dr Degazon-Johnson thanked SAQA for its contribution to the work of education in the Commonwealth. Dr Degazon-Johnson expressed thanks to Samuel Isaacs and his team at SAQA, with special mention of Dr James Keevy.

Dr Degazon-Johnson reflected on the fourth symposium in 2009, at which the Washington Statement was agreed, which outlined a number of recommendations and called for the establishment of a Commonwealth Teachers Task Force to bring new perspectives of the profession to the table and assist countries in applying standards and good practices[1]. In respect of the Commonwealth Teacher Recruitment Protocol, increased advocacy to support its implementation was urged as one role that the proposed task force could undertake. Finally, a global initiative on teachers, which could take the form of a consultation or forum, was proposed as was the importance of capacity building to ensure that research took into account policy and broader collaboration across partners to advance information sharing.

Dr Degazon-Johnson pointed out that whilst many of these recommendations are still being addressed by the Secretariat and its partners, following the tabling of a study on the Implementation of the Commonwealth Teacher Recruitment Protocolat 17CCEM, ministers accepted recommendations for a Commonwealth Advisory Council on Teacher Recruitment[2]. The Secretariat would be inviting witnesses from ministries,

1 Commonwealth Secretariat (2010). *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. London: Commonwealth Secretariat. p. 3.

2 Ochs, K. & Jackson, P. L. (2009). *The Implementation of the Commonwealth Teacher Recruitment Protocol.* London: Commonwealth Secretariat.

civil society and international organisations to provide evidence, which could assist and inform policy and decision-making and guide programmatic responses in respect to teachers in the Commonwealth. Dr Degazon-Johnson urged presenters and participants to make information from this symposium available to the Advisory Council for its inaugural meeting in June 2010 in the UK.

In closing, Dr Degazon-Johnson pointed out that one of the objectives of this fifth symposium was to reflect on the series of symposia over the last five years, including its continuity and viability, and address the way forward. She thanked the University of the Free State for hosting the symposium and delegates for their participation and research in support of the Commonwealth Secretariat Education Programme.

Introduction of keynote speaker by Dr James Keevy

Dr James Keevy introduced Professor Jonathan Jansen, Vice Chancellor and Rector of the University of the Free State, President of the South African Institute of Race Relations and Deputy President of the Academy of Sciences of South Africa. He has authored many books, the most recent of which is entitled *Knowledge in the Blood.*[3]

Keynote address by Professor Jonathan Jansen

In his address to the delegates, Professor Jansen first described the context of the University of the Free State and Bloemfontein. The main employer of the city is the University, with three campuses and 30,000 students. Bloemfontein is a historical city in South Africa and the location of the Supreme Court of Appeal. The two big nationalist movements in South Africa started in Bloemfontein: the African National Congress and the National Party. Today, the city is attractive to young people as it is relatively safe compared to other big cities and the quality of life is good. One of the oldest Anglican churches is in Bloemfontein, where JRR Tolkien, author of *Lord of the Rings*, was baptised. In 2008, the University of the Free State ended up in the news for all of the wrong reasons, and in 2009 the process to set it right was started. In August 2010, the University will launch an institute for the studies of race, reconciliation and social justice to deliberate how to make the country safer and more equal and just.

Professor Jansen began by asking: whatever happened to the process of education? As he put it, this is a question that seems to be forgotten in the quest to compare and measure, and to justify what educators do. He then put forward seven questions under this overarching theme:

1) What does a qualification really mean?

Professor Jansen stated that he is a huge supporter of the National Qualifications Framework because of its fundamental values, such as equity, access and transparency. He added, ''Where we can expect to lose the plot is when we move away from an understanding of those core values and what they are supposed to achieve in education and training to a process that bureaucratises indebtedness''.

Over the past few years in its democracy, South Africa has become very good at manufacturing performance. Looking across its 23 universities and more than 20,000 schools, South Africa has become very good at giving the impression of achieving particular outcomes while having not achieved them at all. Professor Jansen has worked in all kinds of schools in South Africa, as a researcher and as a teacher, and at universities ranging from well-resourced to poor in different capacities, as a professor, university principal and administrator. He is fascinated ''that one can go to the poorest and most dysfunctional school in the country that claims to have achieved the same outcomes as any other school that is stable and well resourced''. This reality has not been confronted in South Africa and leads to the question: ''what does this qualification actually mean? There is both an epistemological problem and a political problem of trying to capture the complexities of an outcome. We are guilty of sliding over what he calls deep learning and complex teaching''.

3 Jansen, J (2009) *Knowledge in the Blood: Confronting Race and the Apartheid Past*. Palo Alto, CA: Stanford University Press.

In South Africa, as in other countries, there is presently an understanding that anyone can teach, and that we can "prepare teachers page by page", providing them with textbooks and lesson plans. As Jansen put it, "this is both bad pedagogy and bad politics, and not what we mean when we talk about a profession… even in very dire circumstances such as southeast Brazil, this was exactly the opposite of what Paulo Freire was saying with participatory education".

In South Africa, there is partly a panic and partly an understanding that outcomes do not mean much. One strategy is to manipulate the outcomes to show results. As an example, South Africa has just received the results of the National Benchmark Test, which found that of 4500 students who entered into the first year at the University of the Free State, only 570 should be there. Professor Jansen then posed another series of questions: What does it mean when we pretend with this massive political and administrative exercise that we expect people to trust what those results mean? What does qualification mean when it has ignored the complexity of the issue and completely ignored deep learning? What does it meant to talk about outcomes in an unjust world? What does it mean to talk about outcomes in an unequal country? What does it mean to talk about qualification when you no longer trust the results or outcomes? As Jansen remarked, we cannot measure ourselves into a new reality.

Reflecting on the very dangerous situation in South Africa, Jansen presented one of the events that took place as service protests broke out. In Soweto, a group of young men recently killed four students and maimed two others. As Jansen put it, they were in fact learning how to be angry, how to be vengeful, and how to kill. He added "we are staring down the barrel of a gun when we look at what is happening to South African youth".

2) What are the meanings of qualifications within one country?

Professor Jansen stated that he could not be convinced that a BA qualification from the University of Cape Town means the same thing as a BA qualification from the University of Venda. Intuitively, he knows that the capacities of the cities differ with respect to resources and the ability to draw the best professors from around the world, and that the two BA qualifications cannot mean the same thing. Jansen also remarked that he had visited one university where he saw how easy it was for young women to improve their marks by sleeping with lecturers, not occasionally but routinely. He then posed another series of questions. What does it mean when you can do things to outcomes and results and a qualification – whether it is a diploma or degree – when you know it does not have the same meaning? What does it mean within one country when intuitively, as a teacher, you know two degrees do not mean the same thing? And what does it mean to convince colleagues that even when the qualification does mean something, it cannot be trusted?

3) What are meanings of qualifications in transnational contexts?

The transnational comparison of qualifications is difficult and also reflects biases rather than a rational process. As Jansen put it, a teacher from Jamaica, Seychelles or South Africa who goes to the UK will always be suspected of not being good enough. He added that there are two sides of this issue: on the one hand, real problems of inequality, under-resourcing and poor qualifications; and on the other, imperialism and racism. "We are being idealistic to think that one can go through a rational process, as opposed to a political process". He asked: how can we begin to develop a common understanding and bring people together to trust qualifications? What does a qualification mean in the context of imperialism? Or in the context of racism?

4) Why has timing become so important again in the discourse on teaching and learning and qualifications?

As Jansen stated, we know intuitively that in the absence of other evidence the more time spent in the classroom learning to teach, the better. Statements of outcomes and achievement are problematic. When outcomes cannot be trusted, people look at time spent teaching and learning. Yet, as Jansen put it, time

spent does not mean anything in itself; what happens during the time is as important as the performance at the end.

5) Why is context everything?

Colleagues, including delegates to the symposium, are involved in research in the context of South Africa that shows that students in township schools are likely to get a smaller percentage of instructional time compared to those in the former white schools. Jansen added that, as teachers, we know there is "a huge difference between teaching that provokes and teaching that stabilises. If [we] hold context constant, there is no way to be able to trust that qualification that comes at the end of the day irrespective of what happened". Jansen asked: what does it mean to talk about qualifications when you are blind to context? How did that person come through the learning process?

6) Why is free trade in teaching desirable?

As Professor Jansen outlined, free trade is desirable because the actions and choices of teachers are often rational. We see young girls from other African countries going to a school in Johannesburg and how difficult it is for the principal to protect the students and to teach them to be decent members of their community. If the principal wants to leave, it is not irrational after nine years of teaching and feeling hopeless. It is, perhaps, a good idea to go elsewhere.

At the University of Pretoria, Professor Jansen actively encouraged his white, conservative students to go to London for a few years to challenge racism. Fortunately, most came back. He believed it was the best way for the student to experience culture shock and then return to teach in South African schools. Jansen, however, is not completely convinced that it is not a good idea to open doors. The conditions of teaching are not always attractive to the professional. As Jansen put it, people do not typically teach or do business in one place.

7) Why is it that true comparison will be elusive for some time to come?

As Dr Keevy and Professor Jansen both alluded at the opening dinner, there is currently a lack of technologies that are capable of capturing the complex processes of teaching that could attest to quality that is beyond the epistemological limits of an outcome. Professor Jansen concluded by saying that it is extremely difficult to speak with any confidence about the meaning of a qualification.

Response from Dr Carol Anne Spreen

Following Professor Jansen's address, Dr Carol Anne Spreen of the University of Virginia provided a response. She first shared a story about her relationship with Professor Jansen, which illustrated the importance of setting the context of teaching and learning, and thinking about the process of education in relation to the measurement of outcomes and qualifications. In 1997, Dr Spreen arrived in South Africa to study Outcomes Based Education (OBE) enthralled with the idea of a new democratic country transforming itself At the launch of OBE at a Curriculum 2005 conference, and in the presence of national government leaders, Professor Jansen stood up to talk about why OBE would fail, questioning assumptions about the new curriculum and new ways in which the country was restructuring learning and teaching[4]. As Dr Spreen remarked, this anecdote reflects Professor Jansen's approach to asking the difficult questions and stepping out of the mainstream and contemporary ways in which we think about things.

Dr Spreen then revisited a few of Professor Jansen's questions, considering outcomes, comparing systems and accreditation systems, and questioning fundamental assumptions about learning.

1) The meaning of a qualification in an unjust and unequal place

4 Curriculum 2005 was the new post-apartheid schooling curriculum that was to be fully implemented by 2005.

Inequality is pervasive in South Africa and in other countries, including the USA where Dr Spreen works. As Dr Spreen put it, ''the notion that we are starting from the main premise and the notion that we can come up with some predetermined outcome and get there in a reasonable way is a canard''. In her view, this is not a fair assumption and we need to think about what we want to do and prepare teachers to do. She reiterated points made by Professor Jansen on the importance of context and why context matters.

Dr Spreen remarked that both in South Africa and in the USA, there is a tendency towards going ''back to basics'', or returning to a remedial approach to education. This is the idea that we should reach a bottom line and make certain that we can measure outcomes as this is the safe thing to do. Yet, some proposals, such as giving teachers a script to work from, are highly problematic and take us away from the principles of an open and democratic society and from real teaching and learning. As Dr Spreen described, teachers are dealing with complex contextual issues, and are not finding the manual telling them what to say helpful in reaching the kids and inspiring them. With this approach, students will not learn in powerful ways to deal with the things that confront them in their everyday lives.

2) The meaning of qualifications within one country

As Dr Spreen reiterated, the same degree does not mean the same thing within one country. As she put it, ''we understand this notion that all they need to do is to be more like us, and all we need to do is to tell them how to be more like us. Those problems become exacerbated when we take these problems internationally''. Dr Spreen and her colleague David Edwards, at the National Education Association, have explored in their research fundamental notions of teaching and the teaching profession. They have explored questions, such as: if you are a teacher, trained and educated in a particular place and show up in a vastly different context, how do you understand the purposes of education? How do we understand how a learner learns? What are our conceptions of a learner and beliefs about classrooms? One of their findings is that ideas about discipline, running a classroom, and reaching learners are vastly different and very culturally bound. There are differences within South Africa and its context, which are profoundly important in developing teaching and learning in different contexts.

3) The notion of context and why it is so important

As Dr Spreen added, context impacts on what happens in classrooms in schools, and we need to understand the impact of resources on how teachers think about their work and their motivations. She reiterated that there is a public perception that teachers are lazy and do not work. Teachers' unions are very defensive about this. She reminded delegates that it is important to think about the context of a society in which it is popular to blame teachers, and posed a few questions for further thought: what is going on in the schools? What is going on that is demoralising people? What is going on in terms of the resources that teachers cannot access?

Dr Spreen concurred with Professor Jansen and Dr Keevy in saying that we do not have good tools to capture motivation and issues of capacity. These are important to understand how to professionalise teaching as well as the significance of teaching. Relevant to the Commonwealth is the issue of teachers as mobile workers and how people and think about buying, selling and trading teachers across the Commonwealth.

In USA inner city schools, the attrition rate is between 50 and 80 per cent within the first three years of teaching. Instead of fixing schools, examining the problems, trying to better resource the schools, Dr Spreen suggests that USA schools and districts are importing overseas trained teachers. Typically, they work for two to three years in the worst schools, with little capacity. She asked: what are the rights of those teachers? What is it doing to those learners in the school? We are not fixing the problem, but moving people around. Dr Spreen also revisited questions that Professor Jansen had raised: What is the reality of the schools in which the teachers land? What is the reality for those kids who have these teachers going through a revolving door? What does that mean in terms of the cultural conceptions of teaching and learning and creating a climate within those schools? Although there is talk about the harmonisation

of credentials and skills, what happens inside those classrooms when often times governments are using overseas trained teachers to help failing schools?

As Professor Jansen had pointed out, we have big problems to fix that have a lot to do with inequality and social justice around educational outcomes. Dr Spreen agreed that we cannot just ignore those things in thinking about how we qualify and certify. She closed by recognising the work and demonstrated leadership of both Professor Jansen and Dr Degazon-Johnson in bringing people together to think about the difficult questions and the complex relationships in education. She encouraged delegates to ask the difficult, provocative questions in thinking about the work we are all doing, and to engage in conversation.

Discussion and Deliberations

Chairperson Mme de Cormarmond led a discussion session following the presentations. Dr Marcia Stewart of Jamaica saw many similarities between the situation in South Africa and Jamaica. Currently, teacher education institutions that used to train teachers to the three-year diploma level have been mandated by the Ministry of Education to train for a bachelor's degree. Her organisation has been tasked with helping to make that transition. The emphasis now in Jamaica is on outcomes and competencies in education. Dr Stewart asked how this could be managed when we recognise that there is knowledge that cannot be described as a competency, which a teacher needs as an educated individual.

Dr Stewart also reflected on one situation of an e-learning project into which a lot of money was invested by communications companies. The approach taken in this project was to develop materials for the teacher to use. Her organisation, the Joint Board of Teacher Education, comprised of educators, is saying that this is not the way to go, but the project is being driven by non-educators who have ample resources. Against their better judgement, individuals in her organisation are developing the materials to fulfil the obligations of the contract, although they know what is happening in the classroom and do not feel that the materials are adequate. So many things that Jansen said resonated with what is happening in Jamaica. Dr Stewart's organisation is asking: What does a qualification mean? And how can they make something out of the new credential? In Jamaica, as in South Africa, there are dispossessed young men who are outside of the education system. This places Jamaica in a similar dilemma in terms of violence, which is overwhelming given the size of Jamaica.

Samuel Isaacs, CEO of SAQA, added that one of the policies that SAQA needs to produce within the next year, working with the quality councils, is a policy on credit accumulation and transfer. As Mr Isaacs reflected, "If you intuitively know that history at one university is not the same as one at another, and you want to transfer a student to another so-called better university, there is something iniquitous about the situation that you could within the same country have such a big difference". He added that there will always be the "excellent" university, and that there must be a basic, minimum standard on which one can rely. Mr Isaacs believes that there should be some way to get everything up to an acceptable level, but this seems to be a challenge. He asked Professor Jansen for advice. In response, Professor Jansen stated that we do not yet have the kinds of technologies to capture teachers and learning, and added that we also do not have the conceptualisations. He commented that the moment we get into the mechanics of things and people focus on profit, we think less deeply and respectfully about the teacher. Professor Jansen added, however, that he has been astounded sitting with the Carnegie Foundation for the Advancement of Teaching for the last four months to see how they have managed to capture complex teaching processes.

Ms Sue Müller, from the National Professional Teachers' Organisation of South Africa (NAPTOSA), responded to Professors Jansen's comment on the treatment of teachers as generalists and the notion that anyone can teach anything. She believes that the prescriptive method that is coming into the system now is part of the problem; it sends out a message to teachers that they are generalists rather than specialists, and can be deployed anywhere. Another message communicated to teachers is that they are not capable of teaching. This undermines the professionalism and confidence of teachers. The feedback loop in the system reaffirms that teachers cannot teach instead of changing the perception.

Supporting Dr Isaacs' comments, Ms Müller asked: Is the idea of qualifications or learning meaning something similar across institutions worth pursuing or not? And, if so, what do we do to get there? She does not believe it is a matter of putting more resources into the system, but changing mindsets. Ms Müller referred to the book *Zen and the Art of Motorcycle Maintenance*, in stating that you can go crazy trying to measure quality when in most cases it is something that you can measure intuitively[5]. As she put it, we have to stop trying to measure the bits of quality and assume that quality is the sum of those very small parts.

Professor Jansen added that we have peer review for research at universities, where teachers in South Africa are trained, and asked why we do not have peer review for teaching. He added that it would seem to make sense and be good practice to develop strong professional cultures and a common understanding of who we want to teach in schools and at universities. The goal is not to embarrass people but to improve practice by opening up teaching among peers just as academics engage in peer review of research articles and books. Jansen added that he believes that deeply descriptive accounts of teaching will begin to lay the basis of comparing beyond outcomes.

Dennis Sinyolo of Education International commented that he was challenged and disturbed to hear the notion that anyone can teach, which he described as an unfortunate trend. He added this was true in a number of African countries, such as Togo, Niger, Mali, which all went through a phase during which it was argued that anyone could teach. At the request of the World Bank and International Monetary Fund, they went to the extent of closing down teacher training colleges. Now these countries are trying to reverse that trend because they have seen very clearly that teacher training matters. As Mr Sinyolo remarked, South Africa cannot afford to repeat the mistakes of those African countries where education quality is declining. He called for further reflection on this topic and commented that South Africa has one advantage in the strength of its teachers' unions. As he put it, there is a great opportunity to dialogue with unions and try to find solutions how best to strengthen education systems.

Mr Sinyolo added that the mechanical training of teachers, and using a manual to teach, goes against the very notion of teaching as a profession. As he put it, a professional is not merely a technician, but is someone who should be able to work independently, reflect on the job and be able to adapt teaching methods to the situation, responding to students and other factors. Mr Sinyolo also saw a real need to develop advanced methodologies for the preparation of teachers, and highlighted possibilities to learn from Finland. According to the OECD's Programme for International Student Assessment, Finland produces what are considered to be the best learning outcomes, which are attributed to its highly qualified teachers with a minimum qualification of a master's degree. Mr Sinyolo added that he hoped that South Africa had looked closely at the OECD review of its education system in 2008, which could help stakeholders to reflect continually in the process of education reform.

Professor Jansen found the Finnish suggestion fascinating and commented that strong qualifications were important, but so are strong professional cultures that are often lacking. He added that South Africa has not asked questions long enough before jumping into policy, and called for asking more questions with a view towards moving forward as, "from the moment you speak about minimum standards, you end up with minimum standards".

Dr Ntlantla Sebele commented that he was fascinated by what Professor Jansen had said about looking at the purpose of each of the qualifications and tests. His sense is that the National Benchmark Test tests the ability of students to progress at their institutions of higher learning in South Africa, as opposed to other tests with their purposes to prepare students for citizenship or the world of work. He also mentioned a background issue that the curriculum had evolved over the years and had used different names.

Tsedi Dipholo reflected on the meaning of qualifications as evident in the transfer and portability of credits from one institution to another. She pointed out that issues of inequality still haunt South Africa and asked: What are those minimum standards and the possibility of solutions? Within teacher qualifications,

5 Pirsig, R.M. (1999). *Zen and the Art of Motorcycle Maintenance: An Inquiry into Values*. London: Vintage. (note: originally published in 1974)

what are the solutions and possibilities, so that we can look in terms of some of the constraints and we can produce the kind of teacher we want to see? Professor Jansen agreed that it is important to ask why we do assessments and to explore the logic behind them. The problem, as he put it, is that education policy and political signals from government in South Africa communicate that anyone can go to university and that the students need to be served well while they are there.

Session 2. Researching Teacher Professionalism and Status: The South and Southern African Context

Professor Jonathan Jansen chaired the second session. Dr Diane Parker, Chief Director of Teacher Education at the Department of Higher Education and Training in South Africa, first presented on the topic of promoting teacher recognition and status in South Africa. Dr Sadhana Manik, Lecturer at the University of KwaZulu-Natal, followed to address transnational migration, gender and teacher status. Samuel Isaacs, Chief Executive Officer of the South African Qualifications Authority (SAQA), made the last presentation of the session on the role of SAQA in the professional qualifications and research context, including new opportunities for South African teachers and the South African Council of Educators (SACE) to further improve the professional status of teachers. A discussion followed the three presentations.

Promoting teacher recognition and status in Southern Africa

Dr Diane Parker, of the Department of Higher Education and Training, South Africa, first reflected on the morning's session and clarified recent changes in the organisation of education in South Africa effective 1 April 2010. In December 2009, the Department of Education was split into two departments: Basic Education and Higher Education and Training. Teacher training and education split across both sections, as it comprises both the provisioning of qualification through higher education and teacher training, including the development of teachers who are employed in the basic education system. This is a new era in the South African context as these relationships still have to be worked out to ensure co-ordination and coherence across the system.

Reflecting on what Professor Jansen said with respect to the movements around documents describing what teachers teach, Dr Parker added that this is coming from the politicians and not the educationists. It is also counter to other movements that are happening within the system itself. Dr Parker commented that there are many contradictions within the system, which we need to understand and think through about professionals and the professionalisation of teaching.

Dr Parker made a clear distinction between the professionalisation and professionalism of teaching. She defined professionalisation as 'the social and political project involving aspirations for recognition of teaching as a profession'. Professionalism, she added, comprises: the focus on teachers work; becoming professional in your outlook, knowledgeable and committed; developing professional judgement (which she believes is counter to processes going on at the moment in the development of these prescriptive materials); professional ethics and ethos that pervades schools; and teacher identity. Professionalism also addresses how teachers are able to work and develop within a system as professionals. As Dr Parker clarified, these are two completely connected and yet different ideas: professionalisation is about raising the status of the professional and the qualifications of teachers. As she put it, 'professionalism is not necessarily about the qualification race, but about something different and much harder: training around the way in which things work'.

One of the key issues in the South African context is who the teachers are. As of August 2009, there are approximately 410,000 teachers employed in South African schools, of which 384,938 are state-employed teachers (including relief, permanent, probationary and temporary teachers, and part-time teachers). Other teachers are employed in governing body posts in some public schools and in independent schools. Of these state-employed teachers: 67 per cent are women; 78 per cent are African; 83 per cent have more than five years experience; and 7 per cent have two or less years experience. Interestingly, 52 per cent have more

than fifteen years experience, which means this is largely a population of older teachers. Of the practising teachers, 12.4 per cent are under 35 years of age and 42 per cent are over the age of 45 years. The ageing teacher population has implications for the supply of newly qualified teachers, which has implications for thinking about how to turn around the system.

Dr Parker then posed a series of questions as they relate to the South African context: How do we turn around the system? How do new teachers get inducted? Do they get absorbed into the current ethos? How do we develop the profession? She added that it is also interesting to think about the qualification profile of teachers in South Africa. Currently, there is something called a Relative Education Qualification Value (REQV) that is used to evaluate different types of qualifications that have come out of the system over the years, given there is a huge variety of different historical qualifications, ranging from teachers qualified with eight years of schooling and a two-year teaching certificate through to four-year, qualified degree teachers. All exist in the system at the moment.

Of the teachers in the system currently, 96 per cent have a senior certificate (40 per cent with a university entrance / matriculation certificate, 56 per cent without) and only 4 per cent of the teachers have not matriculated. We have to think about what this means, both about the current profile teachers and also about South Africa's past. Key questions for moving forward are: If we want to uplift the quality in the system, and the quality of qualifications in the system, we need to ensure that our entrants are of a high quality. How do we do that? Currently, 89 per cent of teachers in South Africa have professional teaching qualifications, but there is a variety. Only 18 per cent of practising teachers were graduates when they started out and came through a degree programme rather than a college diploma programme.

Today, 24,349 teachers (6.3 per cent) have a qualification that is below what is currently counted as the professional level for teachers (i.e. below REQV 13, or a three-year qualification). There are also 20,000 teachers (5.1 per cent) who have the three-year top qualification, but are unqualified professionally. For example, they have a degree, but not a postgraduate certificate. Any teacher who is not at the level of REQV 10, equivalent to a matriculation, was at some stage considered a qualified teacher (either with a certificate or diploma), but is now no longer considered qualified. The employment of unqualified teachers in the system continues to be a worrying issue in South Africa.

Dr Parker then raised several questions for deliberation. What do we mean when we talk about teachers being qualified? Are we talking about academic qualification? What are these academic levels? What happens to the way in which teachers are utilised, which has implications for the profession as a whole and professionalism? Teachers may be qualified but they are teaching something they are not qualified to teach. In South Africa, there is no post provisioning system that is connected to the curriculum, which is problematic and has important implications for the professional development of practising teachers. This also points to the need for a nuanced understanding of the system and for teachers to understand the qualification profile. Dr Parker argued that we could not see this as a one-size-fits-all given the variety of different teachers and different teacher needs. Also, there is a need to question the qualification race for assistant teachers. She pointed to recent data on teachers coming out of continuing professional development qualification upgrading programmes, around 43,000 a year, whereas there are only 8,000 coming out of initial teacher training programmes. South Africa needs between 15,000 and 20,000 to make up for teacher attrition in particular subject areas. As Dr Parker put it, we need to think about the resources in the system and how to utilise them in different ways to deal with the issues.

Dr Parker added that with respect to teacher qualification and professionalisation, the legacy of apartheid remains in South Africa and needs to be addressed rather than ignored. The new policy of 2000 promotes teaching as a graduate profession, but regulation and quality assurance in the initial years is fairly weak and there are huge differences across the system. She agreed with earlier presenters in that we cannot look at two graduates from different universities and see the same thing, as was reflected in the Higher Education Quality Council (HEQC) review. However, this review enables some kind of sharing across the system

and understanding of the system as a whole. Dr Parker agreed with Professor Jansen in that peer review in teacher education could uplift the system.

Emerging policy under development in South Africa is looking at standardising the minimum entry qualifications for teachers, to be funded and regulated uniformly across the system. This includes a standardised programme across institutions. Yet, there is also the issue of how standards in those programmes are created. Dr Parker added that systems need to be put in place to create trust in the system and accountability in higher education institutions, so that the products they produce respond to contextual realities. Some institutions currently produce teachers for very high-end schooling and these teachers do not necessarily cope with other contexts in which they have to work. Improving working conditions is also important to the development of the profession.

In South Africa, attracting teachers into the system is not currently a problem given current education policies. There is an aspiration that all teachers achieve REQV 14 by 2013, or an agreement that all teachers in the system become four-year qualified (140,000 are not four-year qualified). These policies have implications for universities and what they would have to do to qualify an extra 140,000 teachers. They also put into question the quality and relevance of the qualifications. Dr Parker also asked if stating that all teachers must be four-year qualified actually helps the profession and professionalisation of teachers. These teachers are still not graduates, but would complete an advanced education certificate upgrade. She added that one way to professionalise might be through the addition of new teachers into the system, in helping them to develop their professionalism and providing programmes to assist them in the work they do.

The National Policy Framework for Teacher Education and Development (NPFTED), set up in April 2007 in South Africa, provides a framework for strengthening the system to provide high quality initial teacher education to ensure a supply of competent, committed and qualified teachers and to support teachers through continuing professional development. The slogan – 'More Teachers, Better Teachers' – reflects that South Africa cannot take in more teachers and sacrifice quality. As Dr Parker explained, working towards this vision requires a two-pronged approach. First, there must be a teacher recruitment campaign to attract quality, young entrants into the profession. Second, the image of the profession needs to be improved, which also includes addressing the reality of the classrooms.

A state bursary scheme, Funza Lushaka (Educate the Nation), has been used to: lever up the quality of entrants in university; encourage increased provision for the foundation phase of teacher education and primary teacher education in general; develop teachers in priority areas to address shortages; and place graduates in any school in the system where it is difficult to attract teachers, in rural areas in particular.

Emerging teacher education policy in South Africa has to come in line with new academic policy for higher education outlined in the Higher Education Qualifications Framework (HEQF). As Dr Parker pointed out, it is important to look at the meaning of qualifications to determine what type of qualifications should be selected at different levels, determine how qualifications are used for specific purposes, and create relevant standards to identify the knowledge mix required for teachers. She added that studying teaching practice is critical to determining the required knowledge, including the discipline of learning and learning from the teaching practice itself.

Dr Parker believes that standards should be developed by looking at teacher education practitioners in the system, and working with practitioners and stakeholders to define standards. Developing communities of practice could be used to examine how to create standards in the system. She added that the moderation of qualifications and assessment of teachers should also be addressed. Currently in South Africa, all of the high-end universities moderate each other's work, and the low-end universities all moderate each other's work. There is scope to facilitate the moderation of qualifications across all universities.

Dr Parker added that issues of responsiveness and responsibility are also important. Universities need to start taking on initial teacher education in a far more focussed way. Departments of Education (national

and provincial) need to be working with stakeholders to recognise teachers and their professionalism. Unions need to assist to ensure that new teachers are employed. Currently, there is a paradox in the system in that we are developing new teachers of high quality who cannot get employed at the same time as employing unqualified teachers. The South African Council for Educators (SACE) has a role to play, as do the Council on Higher Education (CHE), the Education, Training and Development Practices Sector Education and Training Authority (ETDP-STA), Quality Council for Trade and Occupations (QTCO) and teachers themselves.

As stated by Dr Parker, the 'enormous elephant in the room' is early childhood development (ECD). Practitioners in South Africa do not have a career or good conditions of service. Additionally, there is a poorly developed provisioning system. Professionalism, as she put it, is about changing attitudes. There is a need to develop teacher and learning communities and to change conditions in schools, particularly leadership in schools, to foster a good climate for teaching and learning. Dr Parker added that teachers could take on more responsibility for their work and become resourceful, and not always expect to be told what to do and to be given resources. This would require a change in attitude. At the same time, teachers need support to create the right types of training programmes that are pedagogically deep and content rich. In conclusion, Dr Parker said that adding new qualifications to the system is not necessary to improve professionalism; we do need to take seriously initial teacher qualifications and training programmes.

Transnational migration, gender and teacher status

Dr Sadhana Manik, lecturer at the University of KwaZulu-Natal, presented her research that bridges three themes: transnational teacher migration; teacher status (particularly teachers' perceptions of teacher status in South Africa); and gender. Given the common misconception of gender as 'women's issues', as well as the reality that the teaching profession is dominated by women, Dr Manik's presentation elaborated on the experiences of female, migrant teachers. The research she presented included her doctoral research on teacher migration between South Africa and the United Kingdom, completed in 2005, and a snap survey of PGCE students conducted in 2010. Her exploratory doctoral research was based on data from 120 questionnaires (135 including the pilot study), 30 interviews and focus groups.

The aims of her doctoral research were to explore which teachers were leaving South Africa and their reasons for leaving, the experiences of teachers in the UK and the reasons migrant teachers returned to South Africa. She noted that there had been a recent shift in migration patterns of South African teachers. Given changes in visa policies, many are opting not to go to the UK and are instead going to teach in Taiwan, Korea, New Zealand, Australia or the UAE.

Dr Manik found that there were two cohorts of teachers leaving: (1) married, Indian, female teachers; and (2) single, white, female teachers. The feminisation of the teaching profession is well known in western countries, and teaching is seen as an extension of the primary role of the caring function of women. One of the guiding questions of her research was: Are professions that are seen as an extension of a woman's primary role care function in society doomed to reduced status?

With respect to the first cohort of teachers – married, Indian and female – Dr Manik found that they were leaving South Africa without their spouses and children, which proved to be an enormous challenge for them having never previously been apart from their families. Women migrant teachers cited their career as a reason for exiting South Africa. Within their understanding of career, they alluded to a teacher's poor salary, noting the declining teacher status. The finding that a majority of migrants were female and married is contrary to the findings of previous migration studies by Mulder (1993)[6] and Smits (2001),[7] which stated that married people migrate less often across long distances than single people. The Moser Framework (1989) includes women's multiple roles in developing countries (production, reproduction and community roles) and the impact of their responsibilities on them. Dr Manik's findings suggest that,

6 Mulder, C.H. (1993). *Migration Dynamics: A life course approach*. Thesis Publishers: Amsterdam.
7 Smits, J. (2001). Career Migration: Self selection and the earnings of married men and women in the Netherlands 1981-1993. *Urban Studies,* 38(3), 541-562.

with respect to experienced migrant teachers, their privileged identity as wage earners took precedence over the role of being a wife. Thus, being female was not an independent variable, but was couched in marital status and household alliances.

Whilst Smits (2001) had contended that married women seldom moved for their own careers, Manik's study indicated that the appeal of increased remuneration coupled with other benefits and professional growth may be responsible for offsetting this trend. One of the participants in Manik's study, Lean, had two daughters: one in grade seven and the other in grade eleven. She said in a post-migration interview that her primary intention was 'to secure my children's future financially. When my daughters finish school they will want to attend university, which is costly'.

Another example from her study was Rena, who stated in her pre-migration interview in South Africa that her idea was to save sufficient money within a year and pay off the debts that she and her husband had accumulated. She was looking forward to earning a wage in British pounds. Rena identified herself in terms of her debts in South Africa and the unlikelihood of prospering on a teacher's salary. As a married woman she had taken the onus to empower herself to be secure economically via remittances to her husband in South Africa.

The exit of married Indian women also has a social significance. As Manik put it, this symbolises an improvement in the status that women occupy within the family/household. The importance of patriarchy in the subordination of women has been noted in research (Bapat and Patel, 1993). Moser (1989) revealed the triple role that women play in developing countries: producer (primary and secondary income); reproducer (biological and social); and community manager. Manik's research found that women had a burden of balancing different roles simultaneously, and that the migration of married women is indicative of the amalgamation of the roles of producer and reproducer. This is highlighted in the motivations of women teachers exiting South Africa that their salaries were to be used for the enhancement of their households' economic position.

Once these teachers were in the UK, the gravity of teaching in a foreign country without next of kin took its toll and teachers spoke at length of the loneliness of being apart from family. Women migrants in particular commented on the emotional trauma of being apart from their families. Dr Manik gave two examples from her own research. Mala, an interviewee in South Africa, explained that she had a small close-knit family and that her 'husband and son pined' for her. Suraida, another interviewee in South Africa, commented that she had returned twice from the UK because she missed her children. Her role as primary caregiver took precedence over her role as 'producer' (as a wage earner), which was her initial reason for leaving.

The strain of such relationships resulted in many married teachers (44 per cent) being joined at a later stage by their families or partners. The time period within which this occurred varied from three months for Asha (an interviewee who had left South Africa soon after her marriage) to one year for other married migrants. Of the 30 return-migrant teachers who completed questionnaires, two thirds had returned within one year of their migration. The migrant experiences as a 'phantom spouse' or 'phantom parent' in the household were determining factors.

Dr Manik found that increased workload was also cited as part of the career reason for leaving. Increased workloads coupled with a lack of affirmation and appreciation for the additional work being undertaken was cited as a reason for leaving South Africa. Manik believes that this also contributes to the declining teacher status. Teachers spoke of not being promoted despite putting in many extra hours of work towards the enhancement of learners' performance. Hargreaves et al. (2007),[8] who undertook a study of teacher status in England between 2002 and 2006, found that teachers actually gained positive status when they

8 Hargreaves, L., Cunningham, M., Hansen, A., McIntyre, D., Oliver, C., and Pell, T. (2007). *The Status of Teachers and the Teaching Profession in England: Views from Inside and Outside the Profession*. London: Department for Education and Skills.

felt appreciated, rewarded and had a reduction in workload.

In Manik's study, interviewee Ria explained that her youth and refusal to use her femininity and dress to entice management had negatively impacted her upward mobility in teaching. She chose to migrate instead. As she said in a pre-migration interview, 'Here in South Africa it's who you know, who can help you get to the top. I've worked hard but those with a shorter skirt have gone ahead. It's morally wrong and I won't do it'. Feminist theory has pointed to the power relations that operate across social identities such as gender.

The third theme that emerged from Dr Manik's research was excessive external control, especially in the management of the school largely emanating from the school governing body's influence. This has been known to contribute to a reduction in teachers' status (see Hargreaves et al., 2007).

One teacher in Dr Manik's study, Rena, who did not have any children of her own, said that she threw herself into providing the best co-curricular trips for pupils. Sadly, she felt disappointed by her principal's behaviour who challenged her judgement after an excursion that was marred by a group of students who had gained access to alcohol. Rena was sad that attempts to reprimand the pupils were absent, yet the principal was intent on pursuing and punishing the teachers whom students had accused of verbal abuse.

The second cohort in Dr Manik's study – single, white, female teachers – were in their final year at the University of KwaZulu-Natal. The majority of them expressed a negative sense of teacher status prior to entering the teaching fraternity. As one teacher in the study put it:

> *I don't feel that the teaching profession gets the recognition or pay it deserves, big mess at the moment. Salaries are shocking. Class sizes too big, there is not much incentive to stay regarding finance and job security. Jobs are difficult to obtain in private schools or other nice schools, I think there are several flaws in the profession, and that is why we are going to suffer a severe shortage of teachers in the country.*

Remarks about there being no jobs in private/good schools indicate that teachers located at public schools have a lower status than those at private schools.

Dr Manik's 2010 survey of 96 PGCE students on the status of teaching in SA revealed:

- Three per cent of these soon-to-be newly qualified teachers view status of the profession as being high.
- The majority of the participants (68 per cent) felt that they would rate the status as average
- 29 per cent felt that that teachers' status was presently low in South Africa, citing reasons such as poor salary, high workload, and inadequate resources. Those who rated it as average explained that: 'the demand for teachers had increased its status', teachers were still experiencing challenges with implementing new policies and that there was a lack of professional conduct amongst teachers (such as those examples of misconduct that find their way into the newspaper).
- Teachers also felt that SACE still needs to regulate the profession.

Notable quotations from teachers in Dr Manik's study include:

- 'People enter the profession because they have no other alternative, not because of their love of the profession.'
- 'Teaching is seen as a job you do because you can't do anything else.'

- 'Many people ask me what will I study after teaching, I must go further and not be stuck in teaching.'

Dr Manik then raised a few questions: What is attracting teachers to the profession? Is it the offer of a bursary? Is it because it is an alternative to unemployment?

The 2005 doctoral study of South African migrants in the United Kingdom found that their B.Ed. qualification was not recognised and upon entry to the UK, South African teachers were urged to study to obtain Qualified Teacher Status (QTS). A questionnaire response from a migrant in the UK reported that the least favourable aspect of the UK was 'the fact that you've got a teaching degree and you're still seen as an unqualified teacher'. Migrant teachers reported feeling marginalised because they are not accepted as fully qualified teachers and received lower pay.

Those doing supply teaching were even more on the periphery. On return migrant respondent said: 'I was biding time. I was like a class monitor because of the behaviour'. Post-migrant teachers in Dr Manik's study sometimes referred to themselves as 'crowd controllers' in their questionnaire responses, not as 'teachers'.

Manik also found that migrant teachers saw themselves as commodities not professionals. Some even used a slave metaphor to describe how a school acquires their services and the impact it has on their perception of their professional status. One teacher stated: 'they (recruitment agencies) charge a fee to the school and you feel so cheap, it's so terrible'.

Women's experiences of discipline problems were more harrowing than those of their male counterparts, with overt forms of violence, assaults by learners, and levels of profanity coupled with racist and sexual remarks. Manik referred to one South African teacher who had a thick Afrikaans accent. She had been beaten and had her car turned over largely because the pupils did not like her accent. Migrant teachers, especially women, were treated very poorly.

Finally, Dr Manik reported on the role of recruitment agencies and their unscrupulous behaviour that contributes to the decline of teacher status, including the strategies they use to attract local teachers. When horror stories reach the press, the image of teachers is tarnished in that way. Migrant teachers themselves also contribute to the decline of teacher status by virtue of their unprofessional behaviour, such as in applying for sick/unpaid leave in South Africa and then going abroad to teach for that period. Manik found in her study that 13 per cent of return migrants in her study who went on leave had not resigned from their South African schools. Manik believes that the Department of Education has not put measures into place to find these teachers. These teachers disclosed that they were in the employment of the Department of Education and had applied for unpaid leave, which they had utilised to teach in the UK. They indicated that their migration to the UK was a temporary strategy for financial gain.

In conclusion, Dr Manik put forward some suggestions for ways to enhance the status of teachers in the Commonwealth. These included increasing the attractiveness of teaching as a profession, addressing pay and workloads, and increasing benefits and qualification recognition. Migrant South African teachers are held in high regard and well thought of by their peers and superiors in the UK (Garrun, 2007).[9] An acknowledgement of the South African B.Ed. qualification obtained upon recruitment to another Commonwealth country would also translate into a higher salary. Finally, Dr Manik asked: will attracting more males to the profession increase its status?

9 Garrun, T. (2007). Opportunity for SA Teachers. *Star.* 19 February, p.1.

The role of the South African Qualifications Authority in the professional qualifications and research context: New opportunities for South African teachers and the South African Council of Educators (SACE) to further improve the professional status of teachers

Samuel Isaacs, CEO of SAQA, began with a quotation from a Danish educationist who said, 'learning had got to be life long, life wide and life deep'. The presentation focussed specifically on the role of the South African Qualifications Authority (SAQA) and its work in qualifications and research. SAQA and the National Qualification Framework (NQF) underwent a long period of almost eight years of review that could not be finalised. From Mr Isaacs' perspective, they moved forward with the NQF, one of the first sets of legislation in education and training that was passed by the democratic government in 1995. However, it took a number of years to set it up, and became operational only in 1998. Not everyone bought into it immediately. As Isaacs put it, 'from the onset it was said that they would take the NQF road by walking reflectively, accountably and boldly'. From the beginning, SAQA took intellectual scrutiny seriously and did try to listen and make changes. What has emerged over the years is a strategic navigation, as opposed to strategic planning.

Mr Isaacs explained that, in advancing the NQF objectives, SAQA embraces diversity, environmental sustainability and social justice. With respect to environmental sustainability, the late Ben Parker set up a partnership with Rhodes University to look specifically at the issues of environmental sustainability, which is a cross-cutting issue. In the area of global warming in South Africa, which lacks water, we are discovering the importance of these issues. This serves as an example that even if the research does not appear to be linked directly to qualifications frameworks, there are important lessons that need to be taken on board.

SAQA has come to understand the NQF as a framework for communication, co-ordination and collaboration across education, training, development and work. As the oversight body of the NQF and the custodian of its values, SAQA will continue to manage the transition and future operations with NQF partners, to ensure effectiveness in the system to the advantage of learners, especially those in poor and rural communities.

SAQA also wants to continue to build research and development capacity and credibility, including information systems and data, international networks, and research into work and learning to lead policy, legislative and conceptual debates on key national priorities and, most importantly, to impact practice. As Mr Isaacs pointed out, we often do not think of schools as workplaces, but they are: learners are workers and teachers are workers. Mr Isaacs agreed with Dr Parker on the importance of learning from communities of practice and the need to research what is happening in successful situations of deep learning and complex teaching. Key to this is the removal of systemic barriers to access and progression. SAQA aims to advance lifelong learning through the NQF and mechanisms such as the Recognition of Prior Learning (RPL), Credit Accumulation and Transfer (CAT) and Career Advice Services (CAS).

Mr Isaacs asked: Why are teachers not progressing? Why cannot teachers become master practitioners of their vocation? SAQA wants to ensure that an impact is made on practice, and sees that navigational tools for learners and career guidance are absolutely critical. Accessing training and articulating how people can transact with qualifications are also important. Mr Isaacs said he was intrigued by the economist Hernando de Soto who said that the West is good at capitalism because these countries make trade and property rights fungible. For the individual, as Isaacs put it, if one does not have patents and copyright, then a qualification is the only title deed to your intellectual property. He also reiterated the importance of having a means of transacting, and that the recognition of prior learning and experience is quite important. All of this requires an underlying bedrock or framework.

In South Africa, there are three quality councils: the Council on Higher Education (CHE), which applied to graduate teachers; the council for Quality Assurance in General and Further Education and Training (UMALUSI), which applies to Grade R and early childhood development that is located in the FET

colleges; and the new Quality Council on Trade and Occupations (QCTO).

SAQA has four roles with the quality councils, in terms of the NQF: (1) overseeing its implementation and further development; (2) advancing the objectives of the NQF (these are access, quality, redress and development in a single, integrated national qualifications framework); (3) working together to develop a system of collaboration with the three quality councils; (4) working with the quality councils to manage the three sub-frameworks. As Mr Isaacs put it, all the signs are there that this will be a coherent system, but the approach also gives the opportunity to the three quality councils to develop different approaches as is appropriate to the learning that is taking place.

In terms of research, SAQA conducts regular studies to look at the impact of the NQF and maintains a collaborative research agenda relevant to the development and implementation of the NQF. The quality councils consider the research with a focus on the specific sub-frameworks. SAQA and the quality councils work together on research partnerships, including conducting and commissioning research, publishing findings, and collaborating on respective research agendas.

A new function given to SAQA is developing and implementing policy and criteria for recognising professional bodies and registering their professional designations on the NQF. SAQA is not going to establish the professional bodies, but will recognise them for the purposes of the NQF Act. The quality councils will work with professional bodies in the areas of quality assurance and in qualifications development. There is a responsibility to consult with professional bodies. This requires a research initiative as well.

In terms of international relationships, both SAQA and the quality councils have their own roles. SAQA collaborates with international counterparts concerning qualifications frameworks and informs the quality councils and other parties about international best practices. The quality councils benchmark qualifications internationally and consider international best practice. Underneath the work is collaboration with international counterparts putting international best practice on the forefront of SAQA's agenda. The development and implementation of the NQF has benefited greatly over the years from what Mr Isaacs called a 'broad church' approach, where diversity has been accommodated, rather than a narrow and restrictive approach which would have led to exclusion and limited participation.

There was a rigorous consultative process, including a research project (2005) and the establishment of a review panel (2006), which has been concluded by SAQA. The outcomes of this process have had a significant influence on the NQF Act of 2008 and have also opened the door for professional bodies to be more involved directly in the education and training system. In Mr Isaacs' opinion, evidence-based research is essential to direct policy. SAQA will be building upon this and is forward-looking in the process. SAQA has been forward-looking in its engagement with the professions and is leading thinking on the link between the professions and NQFs internationally. Ireland (which also has a first generation NQF) is the only other country that has started a similar process. Mr Isaacs stated that we know that all professions are occupations, but asked: are all occupations professions? If you want to have something with a certain level of status, how do you make those kinds of decisions?

SAQA has the legal responsibility and mandate to recognise professional bodies and register professional designations on the NQF. In this regard the NQF Act prescribes the following definitions: professional body means any body of expert practitioners in an occupational field, and includes an occupational body; and professional designation means a title or status conferred by a professional body in recognition of a person's expertise and the right to practice in an occupational field. Mr Isaacs pointed out that once a person has a BA, they have a BA for life. But a professional designation (e.g. an engineer) can be revoked (status removed) and is subject to continuing professional development. The professional body for teachers in South Africa – the South African Council of Educators (SACE) – awards the professional designation of a registered teacher. Mr Isaacs added that it would be wonderful for SAQA if the first profession body

that is recognised and has the designation registered on the NQF in fact is the SACE.

The Director General of the Department of Higher Education and Training, Ms Metcalfe, has convened an NQF Forum, comprising SAQA, CHE, QCTO, UMALUSI and the DHET. A CEO-Forum (comprising the CEOs of SAQA and the three quality councils) will also play an important role going forward to ensure a system-wide and coherent approach to develop NQF instruments that will accommodate both the standards setting and quality assurance approaches of the three sub-frameworks. Mr Isaacs added that a coherent consultation is important in this area of assessment and recognition of prior learning, credit accumulation and transfer.

Mr Isaacs also reviewed what he called 'Getting a GRIPP': Getting Research Into Policy and Practice: the need for initial research, consultation practice, policy development, policy implementation, and monitoring, evaluations and ongoing research that ultimately will lead to success. SAQA hopes to commence the recognition of professional bodies and registration of professional designations on 1 April 2011.

In conclusion, Mr Isaacs showed a photo of a sculpture by Orlando de Almeida called *Moving into Dance*: 'which consists of seven figures in motion, as a representation of South African democracy, a harmonious collective gender, race and creed – a symbol of the transition of our society as we move together from the old into the new South Africa. Sometimes in conflict, but mostly in harmony'.

Figure 1: *Moving into Dance*, by Orlando de Almeida

Discussion and deliberations

The chair, Professor Jansen, first asked the speakers to clarify what they each meant by 'teaching as a profession' and if it is a normative ideal or a description of the facts. Tsedi Dipholo, of SACE, raising the issue of reasons for the migration of educators, suggested that it is important to look at both what makes them unhappy in the classroom and the financial remuneration. As she put it, teachers have debts and want to earn money. She asked: how can teachers in the classroom manage themselves, which is a social pact of being an educator, because the reason for their going and returning may have nothing to do with the classroom? It is important to look at how they manage their salaries. Everyone already knows that the pay is low, but teachers are desperate to work with students. She also raised the point that before we look at outcomes, we need to look at the resources to ensure that each teacher is respected in the same way and given the same support. Despite all the factors, such as low salaries, it is important for teachers to get support to enhance the teaching in the classroom and ensure that the outcome is a better one.

Professor Jansen then asked if it was an old-fashioned idea to say that teachers do not care about the money and teach because they want to make a difference in the lives of kids. Tsedi Dipholo responded that intern doctors make very little money and it is only in education where people talk about salaries; maybe it is time to ask if teaching is a noble profession without looking at what you are going to get as an outcome.

Dr Manik responded to Tsedi Dipholo, as her presentation focussed on factors that impact teacher status. She had found that the nature of the school environment, a lack of upward mobility and clash of cultures at schools were all reasons teachers decided to leave. A lack of pastoral care, leadership and management of schools were also contributing factors. Her research found that African teachers were interested in going abroad. There are gatekeeping strategies at the level of recruitment agencies, and recruitment managers reported that they would have African teachers come to them but they were not accepted into schools because English was not seen as the primary language of communication.

Emma Mokgalane of SACE asked Dr Parker about her frame of reference, from the government perspective, and wanted her opinion about the impact of professional registration on professionalism and professionalisation in South Africa.

Ntlantla Sebele of SAQA raised the point that although South Africa has moved to a new ministry structure, there are no data to say how many teachers are teaching in South African schools, which teaching technologies are used in schools and what the qualifications of the teachers are. He asked if there is a strategy with the new ministries to begin to develop a database for information to monitor teacher development. He also raised the problematic issue of the placement of teachers, and the production of quality teachers.

Dennis Sinyolo of Education International (EI) appreciated the distinction made between professionalisation and professionalism, and commented on the transition in South Africa to two departments of education. Other countries have two or even more departments, and he expressed the hope that they have looked at the kinds of problems faced in other countries, including a lack of co-ordination and sometimes competition that can create problems in the education sector. He added that there is no way that a department of higher education can operate independently of the department that employs teachers. He also mentioned that EI has produced the EI Declaration of Professional Ethics that tried to address the issues of professionalism particularly through EI member organisations and teachers' unions. This is an advantage that teachers and members of unions can trust the unions and together can change the system. Currently, EI is developing an instrument at the global level, called the Competency Profile of a Primary School Teacher, which includes knowledge, skills, attitudes and other factors that make them effective in the classroom. EI is looking at the work done on qualifications to set out basic, minimum standards. In Uganda and Mali, EI is working with government, teachers' unions and civil society to work together with stakeholders to develop these competencies.

Dr Morella Joseph of St Lucia asked Mr Isaacs about the challenges that SAQA faced on a daily basis to establish the NQF, and how they dealt with them. With regard to professional bodies, it is understood that professional qualifications are not yet registered within the NQF. She asked if it is possible for a professional body to establish its own qualifications framework and in the future, in terms of getting professional bodies registered on the NQF, if it is possible for them to get registered on the TQF.

Dr James Keevy reminded delegates that the purpose of the session was to hold up the mirror to South Africa, which shows problems, and in particular with regard to the role of the unions, employers and councils. He added that the South African Council on Education (SACE) is weak and needs to be strengthened, and the unions are too strong given what is happening in South African schools.

Dr Parker first responded to the issue of data and that the NQF requires addressing the issue of data. One issue is the personnel system, or human resource system, which does not record specialisation. This has to be addressed by human resources and the management information system in the Department of

Basic Education. A large survey was carried out last year of 10,000 teachers, selected from a statistically significant sample of schools, which provided details about teacher qualifications in the system, and nuanced answers about the field of teaching that relates to the issue of placement and the responsibility of unions as partners in the employment of teachers. With new teachers coming in, it is hard for them to get jobs, which is also driving them to go overseas. There are already under qualified teachers in the system (who have been working in the system for years already), and excess teachers in some areas, a problem that needs to be dealt with.

With regard to the two new departments, as of 1 April 2010, Dr Parker commented that there is a need to work together to create a more coherent system. There is a process going on now to bring data together from across the system to create a collaborative model, and also to get clarity on the different roles within the system.

Mr Isaacs addressed the question: is teaching a profession? He responded that people work for one of three reasons: money, career development and vocation. Teacher identity is also an issue. A weakness in the South African system is forming good teachers within the system. As Isaacs put it, he always judges a professional by two measures: Can the professional take responsibility for himself or herself and for curriculum development? Can he or she exercise professional judgement? If applied to teachers, many fall short. He added that there is a need to involve stakeholders and align resources. One of the mistakes often made is placing a 'technician / mechanic' into the classroom, rather than getting the money to place a professional in there.

Mr Isaacs clarified that a professional body cannot set up its own qualifications framework. As an example, a B.Sc. in engineering is a professional qualification but quality assurance (QA) is done by the Council on Higher Education. The professional title comes under the domain of the professional body. In terms of QA, the council of higher education will have to create space for the professional bodies to be involved, but the designation is the domain of the professional body.

Dr Spreen referred to Dr Parker's point about learning in and from practice. She posed a practical dilemma of teachers in Venda, where teachers have typically been working in schools for more than fifteen years, and the teacher training college down the road had closed. There are five cars in the schools, so a few teachers do distance education courses at UNISA, but there are no books or internet connections. These teachers, with their SQV 10 qualifications, have been doing classroom observations, keeping journals and doing reflective work on their own teaching, but are not in a position to obtain credit for reflecting on their own practice as they do not have access to a body to be given credit for the work they have been doing. Dr Spreen pointed out that this is not uncommon in rural schools that are marginalised and on the periphery of getting access to being part of the credentialing body. These teachers are feeling particularly isolated. They are not getting any recognition and are often confronted by the district for not doing what they are supposed to be doing along the lines of some other set of rules and standards. As Dr Spreen put it, we tend to devalue the practices and the learning that take place in context and place. Working with these teachers over the last ten years, she found that it was not until about two years ago that they started understanding shifts in their practice. Dr Spreen added that there is an ongoing assumption that the teachers are not trying, but in fact they are working very hard by videotaping each other in their school to talking about what they are doing. She asked: how do we work with in-service teachers when there is no recognition for prior learning?

Session 3. The Commonwealth Teacher Experience with Professional Status and Recognition in the Context of International Teacher Mobility

Dennis Sinyolo, co-ordinator of education and employment at Education International, chaired the third session. Professor Lesleyanne Hawthorne, of the University of Melbourne, first presented country case studies of Australia, Canada, New Zealand and the UK from her research into Commonwealth teacher qualifications. Dr Roli Degazon-Johnson, education adviser at the Commonwealth Secretariat,

and Dr Gloysis Mayers, associate professor at Zayed University in the United Arab Emirates gave a joint presentation addressing personal agency, professional development and status in Commonwealth teacher migration. The final presentation of the session was made by Constance Vigilance of the Economic Affairs Division of the Commonwealth Secretariat on economics and education with a focus on Commonwealth small states, labour markets and human capital. A discussion followed the first two presentations, and a second discussion session followed the third presentation.

Researching Commonwealth teacher qualifications: Some country cases

Professor Lesleyanne Hawthorne began by describing the context of migration and the profound demographic changes underway in OECD countries and Asia. According to the OECD (2007),[10] very few countries had fertility rates above replacement levels. For example, Canada has a fertility rate of 1.5 children per woman. It is estimated that within ten years, 100 per cent of net growth in every profession will depend on migration. Germany, with a fertility rate of 1.3, expects a drop in population from 80 million to 57 million within one generation.

Professor Hawthorne discussed nursing and teaching as two classically female professions. In Australia, 93 per cent of nurses are women. As she put it, if a girl was bright at school in earlier generations, she would become a teacher or nurse. Now, women are exercising their agency to a very high degree to enter different professions. Australia is bringing in migrant nurses to compensate for those lost. If 17,000 nurses are brought in over a fifteen year period, there is a net gain of 400 nurses, because Australian nurses are moving globally to the UK. If they stay in Australia, they are finding other jobs and repositioning, even as hospital managers and chief executive officers. Women are also taking fertility breaks and pursuing other career choices.

Dr Hawthorne's presentation addressed four key themes: (1) recent OECD demand for teachers (with respect to four case studies: Australia, Canada, New Zealand and the UK); (2) the movement of teachers, both temporarily and permanently; (3) complexity of the Commonwealth situation, including demand from some countries and facilitation of movement by Commonwealth membership; and (4) utilisation of skills.

Australia, the first case study, brings in 200,000 permanent migrants and 100,000 temporary foreign workers every year and is growing through migration. With a current population of 21 million, the population is estimated to grow to 35 million within the next few decades. Since the 1930s, migration has explained population growth. 66 per cent of those brought in are highly skilled people who will make immediate use of their qualifications at the right level of the labour market.

Migrant teachers are largely women and a substantial number of them do not come in through the skilled category, but as spouses (75 per cent) or as refugees. Migrants coming in as family members are assessed before they migrate. By 2006, Australia had and extraordinary dependence on foreign professionals; close to half of doctors and engineers are first generation migrants. Foreign teachers and nurses comprise nearly 25 per cent of these professions, up 5 per cent from 2001. Data from 2001 found that 15 per cent of the teachers were foreign born, compared with 20 per cent in Australia today.

10 OECD (2007). *Health at a Glance*. Paris: OECD.

Table 1: Australia's Reliance on Migrant Professionals by Field (2001 and 2006) Compared to Canada (2001)

Occupation	2006 % Overseas-Born In Australia	2001 % Overseas-Born In Australia (cf Canada)
Engineering	52%	48% (50%)
Computing	57%	48% (51%)
Medicine	45%	46% (35%)
Science		37% (36%)
Commercel business	40%	36% (27%)
Architecture		36% (49%)
Accountancy	44%	36% (35%)
Artsl humanities		31% (24%)
Nursing	25%	24% (23%)
Teaching	25%	20% (15%)

Source: 2001 and 2006 Census data analysis, Australia and Canada; *The Impact of Economic Selection Policy on Labour Market Outcomes for Degree-Qualified Migrants in Canada and Australia,* L Hawthorne, Institute for Research on Public Policy, Vol 14 No 5, 2008, Ottawa, 50pp

The Australian context is highly diverse. Melbourne has 238 nationalities and is one of the most diverse cities in the world. Twenty-five per cent of Australians are first generation migrants (45 per cent of Australians are either first or second generation migrants), which is the highest proportion in the world, followed by Canada with 19 per cent. There has been a change in policy: integration is out and diversity is in. Australia has moved well away from dependence on Britain and Europe to diverse, global communities. The new discrimination is towards the highly skilled: occupations matter in Australia. Bonus points are awarded to the migration of people in those occupations in demand.

At the same time, there has been huge growth in temporary work. There are no limits and employers can select as many migrants as they want with labour market demand. Typically around 100,000 additional workers per year are employer sponsored and 240,000 will stay. Additionally, between 2008 and 2009, 320,368 new international student visas were issued.

The top ten migrant source countries for Australia are: UK (18%; 30,590 persons); India (15%; 25,042); China (13%; 21,831), South Africa (11,789), Philippines (9,001); Malaysia (5,029); South Korea (4,911); Sri Lanka (4,563); Vietnam (3,285); and USA (3,046).[11] Other immigration categories, including family and refugee, were also teachers coming from a variety of countries. 2008/2009 data reports that 61 per cent of all migrants came from Commonwealth countries, which is driven by historical links and the British-based education system that positions the skilled migrants well for employment. The points-based selection for permanent skilled migration favours English language ability and likelihood of foreign credential recognitions, which favours the British-based system. Data show that Commonwealth Asian groups have the highest employment outcomes for their first ten years of settlement. In contrast, a large number of Philippine and Chinese migrants are in low-skilled employment, or not in the labour force. This can be seen as a proxy for degree recognition or trying to get degrees recognised.[12] There is a direct correlation between level of English and level of employment, and the likelihood of having recognised qualifications and remuneration.

Six of the top ten source countries of highly skilled migrants (2008–2009) are Commonwealth members: India (22%); UK (22%); South Africa (7%); Sri Lanka (5%); Malaysia (5%); and Bangladesh (2%). Also,

11 Department of Immigration and Citizenship (DIAC) 2008-2009 Migration Flows Annual Report.
12 Derived from 2006 Census data. Migration and Education: Quality Assurance and Mutual Recognition of Qualifications – Australia Report. L Hawthorne, Paris: UNESCO. *http://unesdoc.unesco.org/images/0017/001798/179842E.pdf*

New Zealanders have automatic entitlement to entry. With respect to permanent migration to Australia, in the period between 2004/5 and 2008/9, teachers and lecturers comprised one of the top six fields, with 4,938 teachers and lecturers coming into Australia as migrants with degrees from overseas. If they come in to work in a skilled area, they are screened for suitability for employment. Additionally, thousands of teachers, typically women, come in unscreened as family members or refugees, with no English testing or qualifications assessment and they face a much tougher transition. An additional 100,000 temporary, skilled migrants per year come into Australia, an option that attracts a lot of teachers. Employers get to choose them and they can often go into work immediately on conditional registration, or it can also be made a condition of their visa to work where there is a shortage. This is not possible with permanent residents. Employers are most likely to select foreign temporary workers (2007–2008 data) from the UK/Ireland, South Africa and India, which reflects a high degree of approval for the Commonwealth. Temporary migration is ramping up, with 655 teachers and lecturers migrating in 2004/5 increasing to 1,070 in 2008/9.

English ability and foreign credential recognition challenge the Commonwealth teacher experience, with respect to professional status and recognition in the context of international mobility to Australia. There is also the issue of pre-migration assessment that is controlled by state registration and involves highly eclectic processes. Soft skills, teaching style, pedagogical style, notions of discipline and cross-cultural fluency also impact placement.

Things have improved for teachers that have come in as skilled migrants to Australia: there is an 83 per cent chance of being employed within six months. If migrants are selected offshore, 92 per cent are working within 18 months. Sixty per cent of teachers are employed within six months of arrival, compared with 31 per cent of those who have trained locally.[13] There is a risk of de-skilling teachers who have arrived as family members or refugees: only 26 per cent normally get work as teachers within the first five years and 73 per cent within ten years.[14] There is also a risk of getting trapped in the part-time community language sector. A study done in the 1990s, called *Teachers in the Sun,* found that Australia wants identical qualifications and not similar competencies. There is an extremely eclectic state control of teaching, with one example of a French teacher trained at the Sorbonne not allowed to teach French in Australia because her training was different.

Over the last ten years in Australia there has been a national reform process in the area of foreign credential recognition, partly forced by the scale of teacher migration flows, that allocates more attention to the pre-migration screening of the skilled category. If migrants come through other categories, they receive a learner pathway and preliminary English language training. Highly specialised courses, such as English for teachers and internships, are also offered to teachers to get their qualifications recognised. Over the last 20 years, Australia has invested in profession-specific bridging courses. Australia's 'critical skills list' for skilled migrants (2009/2010) includes engineers, health professionals and teachers, and these groups will continue to be recruited in large numbers. International students also provide a major resource for qualified teachers.

13 *Key Factors Influencing the English Language Proficiency, Workplace Readiness and Employment Outcomes of International Students*, S Arkoudis, L Hawthorne, C Baik, G Hawthorne, K O'Loughlin, E Bexley & D Leach, Department of Employment, Education and Workplace Relations, Canberra, 2009, 160pp; *Migration and Education: Quality Assurance and Mutual Recognition of Qualifications – Australia Report*, L Hawthorne, UNESCO, *http://unesdoc.unesco.org/images/0017/001798/179842E.pdf* , Paris, 2008, pp 1-70

14 *Teachers in the Sun: The Impact of Immigrant teachers on the Labour Force*, C Inglis & R Philps, Bureau of Immigration Multicultural and Population Research, Australian Government Publishing Service, Canberra. 2001.

Table 2: Future of Teacher Migration: Australia's 'Critical Skills List' for Skilled Migrants 2009–10

ASCO Number	Occupation Shortages: Australia's Critical Skills List (2009)
2312-11	Anaesthetist
2381-11	Dentist
4315-11	Electronic Equipment Trades
2312-15	Emergency Medicine Specialist
2129-17	Engineer – Chemical
2124-11	Engineer – Civil
2125-11	Engineer – Electrical
2125-13	Engineer – Electronics
2126-11	Engineer – Mechanical
2127-11	Engineer – Mining
2126-13	Engineer – Production or Plant Engineer
4114-15	Aircraft Maintenance Engineer - Avionics
4114-11	Aircraft Maintenance Engineer - Mechanical
4431-13	Gasfitter
2311-11	General Medical Practitioner
2391-11	Medical Diagnostic Radiographer
2312-17	Obstetrician & Gynaecologist
2383-11	Occupational Therapist
2382-11	Pharmacist (Hospital)
2382-15	Pharmacist (Retail)
2385-11	Physiotherapist
2388-11	Podiatrist
2312-27	Psychiatrist
2122-11	Quantity Surveyor
2325-11	Registered Mental Health Nurse
2324-11	Registered Midwife
2323-11	Registered Nurse
2413-11	Secondary School Teacher
2312-79	Specialist Medical Practitioners NEC
2312-25	Specialist Physician

Source: Department of Immigration and Citizenship Critical Skills List website, accessed May 9 2009

Canada, the second case study, has eclectic migration. The top twenty source countries for Canada include Commonwealth members, such as India, UK/Ireland, Pakistan, Nigeria and Bangladesh. Non-Commonwealth countries are, however, the greatest source of migrants, including China, the Philippines, USA and Korea. Canada is losing its English-speaking migrants, which results in a mismatch between what employers want and what government chooses for skilled migration. The latest data show that teaching is a top category of migrant skilled professionals, ahead of doctors, engineers and IT professionals. In 2008, 5,670 teachers and academics were brought in.[15] Additionally, Canada takes in over one hundred thousand temporary workers per year. Employers favour professionals from the USA, France, Philippines and Commonwealth countries, including UK/Ireland, Australia, India, Jamaica, New Zealand, South Africa, and Trinidad and Tobago. This is a different set than the one picked by the government. The top profession for temporary workers is also teachers and academics / university lecturers.

15 Table prepared from specified data requested from Citizenship and Immigration Canada, based on 4-digit NOC fields (July 2009).

Table 3: Canada: Teachers = Top Skilled Migrant Group : Temporary and Permanent Migration 2007 and 2008

Canada	2007	2008
Teacher/academic:		
Temporary	5,137	5,178
Permanent	4,790	5,670
Engineers:		
Temporary	4,789	5,246
Permanent	5,400	4,598
IT/Computing professionals:		
Temporary	3,793	1,646
Permanent	4,638	4,428
Physicians:		
Temporary	1,498	1,627
Permanent	1,137	1,444
Nurses:		
Temporary	576	1,108
Permanent	665	853
Nurse Assistants Live-in Caregivers:		
Temporary	13,746	2,864
Permanent	2,841	4,909
Dentists:		
Temporary	69	77
Permanent	210	250

Source: Table prepared by L Hawthorne based on data purchased from Citizenship and Immigration Canada August 2009

In a typical year, combining temporary and permanent migrant flows, Canada brings in about 11,000 teachers.[16] It is more difficult to get work as a migrant in Canada, which is also reflected in the teaching profession: only 30 per cent of all migrants get work in some kind of profession within the first five years of residency, and many are de-skilled. Only 16 per cent of migrant teachers with degrees in Canada are employed within the first five years, compared with 26 per cent across all immigration categories.[17] Over a ten-year period, there are still poor outcomes. Canada has thirteen provinces with strong regulatory powers, which also makes the transition for professionals very difficult. Currently, there is a foreign credential recognition initiative underway. A Statistics Canada study (2007) described migrants and the new face 'of the chronically poor immigrant'.[18] By the early 2000s, skilled migrants were more likely to enter low-income jobs and be in chronic low-income jobs than family category migrants. The research also found that it could take up to 28 years to get wage parity with a comparably qualified Canadian. New graduates are actually doing worse than those with 10 years of experience.

Canada, like Australia, is trying to introduce best practices around foreign credential recognition. UNESCO conducted a nine-country study (2008),[19] which included Canada, that looked at pre-migration information provision, language testing and training. In reality, many teachers are being imported and their skills are being lost.

16 Data purchased from Citizenship and Immigration Canada August 2009.

17 *Labour Market Outcomes for Migrant Professionals: Canada and Australia Compared,* L Hawthorne, Citizenship and Immigration Canada, Ottawa, 2007, 150pp, *http://www.cic.gc.ca/english/resources/research/2006-canada-australia.asp*

18 Picot, G, Hou F, and Coulombe, S (2007). *Chronic Low-Income and Low-Income Dynamics among Recent Immigrants*, January 30. Analytical Studies Branch, Research Paper Series cat. no. 11F0019MIE, no. 294, Ottawa: http://www.statcan.ca/english/research/11F0019MIE/11F0019MIE2007294.pdf

19 Hawthorne, L (2008), *Migration and Education: Quality Assurance and Mutual Recognition of Qualifications – Nine Country Overview Report*, UNESCO, *http://unesdoc.unesco.org/images/0017/001798/179851E.pdf*, Paris, pp 1-28

The case study of New Zealand found that the country is desperate to obtain and retain skilled migrants. Between 1995 and 2004, there were 2.3 million arrivals, but a net population gain of only 208,000 people. Eighty-eight per cent of skilled migrants arrive first on a temporary basis and up to 42 per cent leave within five years.[20]

Teachers make up a significant number. Sixty-six per cent of skilled migrants in New Zealand are English speakers, including 42 per cent from UK/Ireland and 12 per cent from South Africa. Teachers are now the third largest professional group imported with skills. In the United Kingdom, teachers are the fifth top-ranked group recipients of work permits and first permissions by industry. There is also a shortage occupation route, which currently brings in about 2000 teachers per year. A migration advisory committee is reviewing teaching and migration.

In conclusion, Dr Hawthorne outlined reasons for the continued global demand for Commonwealth teachers. She concluded that people who do best when they migrate are highly qualified, and do best when they move into other OECD countries. Given the source country perspective of push-pull factors, moving is easier as it is driven generally by family, safety and better work rewards. From the perspective of the receiving country, these are people you can integrate. In the UK and Australia, there is an equal trade but it is difficult in other countries, such as moving from developing countries to OECD countries.

One teacher's story – Personal agency and professional development and status in Commonwealth teacher migration

In a joint presentation, Dr Roli Degazon-Johnson and Dr Gloysis Mayers highlighted one teacher's story, which also reflected the growing value of ethnographic research. As Dr Degazon-Johnson explained, the Commonwealth research symposia to date have included both qualitative and quantitative data. The third research symposium included one presentation, entitled 'male, migrant and married', in which the presenter reported, that while every teacher faced daily challenges, such as assaults from students, he felt as a male, twice the risk, and as a migrant three times the risk. The 2009 symposium included a presentation on the streams of flows of international teachers, and a trend towards 'serial migration', when a teacher moves to a second and possibly a third country. What followed was such an example.

Dr Gloysis Mayers presented her personal story of serial migration. Born in Guyana, Dr Mayers trained there as a teacher after working there for three years as an untrained teacher. She graduated from the leading teacher training college in Guyana and then worked for four years within the public school system of Guyana, having a wonderful experience in the classroom. Yet, although it was rewarding, she chose to leave.

Reflecting on her early years in the profession, Dr Mayers said that she always had a sense of restlessness exacerbated by limited financial support. As the eldest of eleven children, Dr Mayers had parents who themselves never graduated from high school, despite recognising the value of education for their children. After four years of teaching in Guyana, Dr Mayers experienced much frustration with her own ability to contribute and influence education in a significant way. She wanted to do more, but did not have the financial and professional support.

As Dr Degazon-Johnson reported, in the 2005 15CCEM mid-term review of education in the Bahamas, the Minister of Education of Guyana at that time reported that in his country 300 teachers were trained each year and virtually all were lost to overseas recruitment and migration, principally to the USA. The minister was one of the Caribbean ministers who requested through the Savannah Accord in 2002 that the Commonwealth Secretariat endeavour to bring the USA under the ambit of the teacher protocol, as it was known to be a major player in the international recruitment of teachers.

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20 Source: Data supplied to L Hawthorne by New Zealand Department of Labour February 2010; Medical Council of New Zealand unpublished data (May 2008 Auckland Health Workforce Symposium).

Dr Mayers reported that her frustrations had mounted in other areas of her professional life, influenced by a lack of empowerment, and the feeling of being boxed in with few opportunities to acquire a higher degree. In addition, because of her family situation, there were financial limits to her resources and, as the eldest, a feeling of responsibility. She decided to seek assistance and travelled abroad to Iowa State University to study, at the recommendation of her mentors. Her father supported her further studies, which proved to be the most motivating force.

At Iowa State, she found employment teaching in a laboratory school in the field of early childhood, and she also taught university students as a teaching assistant. She obtained a bachelor's degree in pre-kindergarten and kindergarten education, and then master's and doctoral degrees in early childhood development. She supported her graduate studies with supplementary employment.

As Dr Degazon-Johnson put it, Dr Mayers found opportunity to study and work in the same location, but many other teachers from the Caribbean did not necessarily have such good experiences. In 2001 alone, of the 730 overseas teachers recruited to New York State, 500 were from the Caribbean. In 2003, the Ministry of Education of Jamaica accused New York State of causing a brain drain in the education system. Between 2001 and 2005, 2,632 teachers employed in New York State represented 0.1 per cent of the entire population of Jamaica. In December 2001, the New York Board of Education was charged by the United Federation of Teachers with misleading and mistreating its teacher recruits about hosting, salary and assignments. In 2009, the American Federation of Teachers (AFT) took a Tennessee recruiter of Philippine teachers to court for gross abuse of the human rights of these teachers.

Yet, some foreign teachers, despite their own challenges, have found a professional development experience in living abroad. As Dr Mayers reported, her environment at Iowa State University was supportive. But, she also felt a lack of autonomy and that her success or failure were always externally controlled. Her mentorship and advocacy linkages became a lifeline during difficult situations.

The American Federation of Teachers 2009 study *Importing Educators*[21] refers to the often challenging process for overseas trained teachers to learn to work in new conditions that are different from those they had left behind. Dr Mayers reported having a lifeline, but Dr Degazon-Johnson mentioned the plight of two Philippine teachers who committed suicide after their recruitment to the USA. The AFT study recommends that all newly recruited teachers are provided with high quality orientation and mentoring.

Dr Mayers reported that her own sense of insecurity, as well as her financial commitments to others, propelled her drive to excel. Her graduation at Iowa State was accompanied with much change and confusion about a possible return to Guyana and wanting to make a difference there. Additionally, she was a graduate who had depleted financial resources. She concluded that she should work for some time in the USA before returning to Guyana, and took a job at South East Missouri State University as an assistant professor.

The professional and social climate in Guyana was also changing. Dr Degazon-Johnson pointed out that an analysis of the push and pull factors in migration were, generally, important and to teacher migration in particular. Political climate, environmental disasters and economic downturn are some of the push factors. Political instability in a country has also been found to correlate with forced migration of highly skilled professionals, including doctors, nurses and teachers. In Guyana, at that time, tensions between nationals of Asian and African decent caused political conflict that continued until election time.

In 2005, representatives of the leadership of the Guyana Teachers' Union, in an informal account to the Commonwealth Secretariat, proposed the distinct possibility that the comparatively high levels of teachers of African-Guyanese descent leaving the country could be related to the perception that the terms and conditions of service for the African-Guyanese teachers were proving to be less favourable than those of

21 American Federation of Teachers (2009). *Importing Educators Causes and Consequences of International Teacher Recruitment.* Washington, DC: American Federation of Teachers.

Asian-Guyanese decent. This partiality towards one group of teachers, on the basis of ethnicity, caused teachers of the less favoured group to seek posts elsewhere through overseas recruitment.

The Commonwealth has substantial evidence of the political tensions in one country leading to the departure of teachers. Sierra Leone lost many of its teachers during its civil war, which ended in 2001. Zimbabwe, not currently a Commonwealth member, has lost thousands of teachers in recent years owing to its political tensions. Many Zimbabwean teachers can be found in South Africa, around 10,000 based in and around Johannesburg, unable to get employment as teachers, although their qualifications may have been recognised by SAQA. New Zealand noted a sharp increase in efforts by Fijian teachers to find jobs in New Zealand during their period of civil unrest.

Dr Mayers reported on her reasons to migrate to yet another country. After receiving tenure in Missouri, as the Director of the Center for Childhood Studies, she was subsequently recruited to be the Assistant Dean of Family Sciences at Zayed University in the UAE. The position presented her with many opportunities to make contributions to a developing education system in the UAE where there is a need for education reform.

Dr Degazon-Johnson reflected that whilst upward mobility is reflected in Dr Mayer's career path, the majority of teachers in a 2006 study, commissioned by the Commonwealth Secretariat and conducted by the University of Bradford, found that the professional movement for recruited teachers is mostly sideways and not upwards. Many reported that they were disadvantaged in seeking promotion in comparison to local teachers. The Bradford study noted that teachers recruited to the UK, despite having years of classroom experience, were all determined to be unqualified upon their arrival. Obtaining qualified teacher status was not easy or straightforward.

In conclusion, Dr Mayers stated that although her professional journey did not take her back to Guyana, she did feel that she had made contributions to Guyana's education system, which can be measured in different ways beyond her direct involvement. Indirectly, she contributed by educating two nieces who are working in Guyana as certified teachers, another niece working as a nurse, and two sisters working in law and making direct contributions to Guyana.

In conclusion, Dr Mayers' story reflects both the ups and downs of teacher migration, but also illustrates that her recognised qualifications facilitated both onwards and upwards advancement. With a need for 18 million qualified teachers in the next five years, and teaching becoming the profession of last choice with high levels of turnover (as evidenced by new recruits leaving the classroom in three years or less), we need to ensure, as Dr Degazon-Johnson put it, that this 'endangered species' is monitored closely and that effort is made to address the declining status of teaching.

Dr Mayers also put forward her personal recommendations for ways to move forward:

- Governments and organisations should continue to support research on teachers' needs and concerns and proactively address relevant issues.
- Governments and organisations need to address the needs of returning teachers, integrating systems of incentives based on earned degrees and quality experiences.
- Incentives for recognising quality teachers must be put in place. Opportunities for teachers to contribute in significant ways to the systems in which they work must be provided as avenues for them to feel empowered.
- In following the Guyanese proverb 'charity begins at home', there should be provision of financial assistance to teachers wishing to return home.
- Strategies should be put into place to retain current teachers including financial incentives,

mentorship for new teachers and opportunities for professional development.

- School workplace conditions should also be addressed, including school leadership and respect for teachers and the teaching profession.

Discussion and deliberations

Marcia Stewart pointed out that there is a hope that trained teachers will stay in the country where they were trained, but the reality is that personal choice to migrate cannot be stopped. In the Caribbean, remittances form an important part of the economy. But there also needs to be an incentive for teachers to return. Jamaica is putting into place new structures to enhance the quality of teaching, including the recent creation of a National Teaching Council and National Education Inspectorate. In both cases, two of the top people are return migrants who are taking lessons learned from abroad and applying them to Jamaica. Dr Stewart referred to the idea of quality of transformation, and supporting migrants' return with a greater sense of purpose.

Ambassador Michael Omolewa asked for information about emigration, and the balance between migration and emigration. He also commented that Dr Mayers' story reflects her attraction to freedom and illustrates the difficulties of returning home. As he described it, there are occasions when going back home means going back to people who are less appreciative, and that sometimes the conditions at home make it safer and easier to live away.

Professor Hawthorne responded that there is a lot of movement between Australia, Canada, the USA and the UK. The top three destinations for skilled Australians are the UK, the USA and China. Also, a lot of nurses and teachers go to the Middle East. Dr Mayers added that it is necessary to put things into context with return migration; there is uniqueness in the human context, such as financial responsibilities to other people at home and professional experience to make contributions at home.

Morella Joseph followed up on the point that the Caribbean had not yet taken a decision on the treatment of people who leave the system in cases where people find unattractive situations and then return home. Currently, there is no guarantee that people can re-enter the system. She added that the discussion had focussed on external migration, but there is a need to also examine migration within a region. Dr Mayers also commented on migration within the Caribbean, which she felt was a political issue with regard to racial preferences within the education system. Dr Degazon-Johnson added that in 2004 a working group came together to develop the Commonwealth Teacher Recruitment Protocol and debated if the Protocol would apply to regional migration. The response at that time was that regional movement could not be seen in the same light as the targeted recruitment of large groups between developing and developed countries. Yet, all countries are expected to observe the ethical conduct outlined in the Protocol.

Dr Keevy referred to Professor Hawthorne's distinction between equivalency and comparability. Across the Commonwealth there have been similar debates and he asked about the evolving situation in Canada. Professor Hawthorne's response cited her research into equivalency that compared transcripts and number of hours of study. The research concluded that it was important to look also at the quality of the training and institutions in comparison, as well as the quality of registration outcome. Canada is determined to look at the 13 provinces, but like Australia, the country is also looking at portability across the region. Today in Canada, if a lawyer qualifies for the bar in one province and moves to another, he will likely have to re-sit the bar examination. In Canada, however, there are many people at both state and national government level determined to bring about change, which is driven by Canada's demography. Teachers comprise the top group for immigrant flows.

Dr Degazon-Johnson commented on the nature of migration from small states. Data show that white South African teachers often return home and do not find the UK conducive to staying. The profile of teachers from small states is very different. These teachers go and stay for long periods, frequently returning only for retirement. This means that the inputs from mid-career professionals – building funds

and pensions or purchasing property – do not tend to happen when they leave early. This demonstrates a strong need to study and understand what is happening as a result of teacher migration, nurse migration, health workforce and education workforce migration. As Dr Degazon-Johnson put it, the point about remittances is equally relevant and remittances are not the panacea. Although they do pay for education and housing, they are not necessarily going back into the coffers of the country. An IMF study by Prachi Mishra[22] concluded that for the Caribbean region, remittances are not compensating for the loss of highly skilled migrants. Countries such as the Philippines, which have a strong labour migration push to produce for export, are finding themselves in declining circumstances economically, with hospitals without doctors or nurses and schools without teachers. Dr Degazon-Johnson also reported that there is one country in the Caribbean with a policy to deal with the return of teachers, as articulated in the Protocol.

Simone de Cormarmond commented on Professor Hawthorne's presentation with respect to students trained in Australia, and asked if students paid privately or were funded by scholarships. In Seychelles, there have been instances where students have gone to university on scholarships, left the country to work, but have been bonded and had to pay back expenses. Mme de Cormarmond also suggested the idea of thinking about a scholarship scheme for small countries whereby students go to the larger countries and are treated like local students in terms of the fees. They can work for a year or two, but would then be required to return. Dr Degazon-Johnson added that this idea is already reflected in the Communiqué from the 17th Conference of Commonwealth Education Ministers. The proposal was made by Tonga and Samoa, and was strongly supported by South Africa and India. There was not strong support from Australia, New Zealand, the UK and Canada. As Mme de Cormarmond pointed out, students of member countries of SADC can move to any other member country and pay the local fees. She added that there is also merit in people moving around and benefitting from exposure. Seychelles has trained pilots for export to Singapore and the UAE, but they do return and Seychelles benefits from their experience.

Professor Hawthorne responded that Australia had 550,000 international students and is the second top destination for international students after the USA. The two largest groups of foreign students are from India and China. Australia changed its migration policy to make it possible for international students to study, but barred anyone sponsored by a scholarship source. If a student is sponsored by his or her home government, the Australian government or any NGO, he or she is not eligible to migrate for a minimum of three years. Those students who self-fund their education can migrate immediately.

Dr Manik commented on the recent xenophobic attacks against Indians in Australia, and compared them to similar ones in South Africa. She asked how Australia was responding to this and if there had been an exodus of Indians out of Australia. Professor Hawthorne responded that the Indian student population went from a handful to 100,000 people over the last ten years. They are typically based in low quality institutions, living in very poor accommodation in the cities and working long hours. There is a study being done by a criminology institute in Australia on the growth of the Indian population given the enormous police concern and community response. Part of the issue, she added, is that impoverished refugee groups are targeting Indian students.

Louis van der Westhuizen highlighted again the human uniqueness of migration, especially among teachers. He asked about the influence of cultural differences on people moving from one community and/or country to another, who take with them local habits and traditions to the new country.

Shannon Lederer commented on the de-skilling of migrants, or 'brain waste', in the USA, which is similar to Canada in terms of doing a poor job to insure that people are working to their level of prior training. She asked about models from Australia that might support people getting back into their chosen fields, even if it takes around ten years. Dr Hawthorne outlined Australia's two main responses. First, skilled migrants are screened very well, which results in 60 per cent of teachers being employed in teaching in a short time. Those coming in as family members or refugees can take part in bridging courses, which Australia began in 1985. Canada is now also offering such courses. In Australia, people are paid to do

22 Mishra, P. (2006). *Emigration and Brain Drain: Evidence from the Caribbean*. Working paper WP/06/25. Washington, DC: International Monetary Fund.

the courses, and can also take further education courses and defer payment until they earn more than A$40,000 per year. Complexities also vary across fields. The Philippines receives 25 per cent of its GDP from remittances, and the country plans to export nurses and train more than they need. Every year, there are 3,000 Philippine doctors who requalify as nurses, given the growing global demand for nurses.

Professor Francis Faller referred to the issue of internal migration in South Africa, and the assumption that there is migration from rural to urban environments affected by teachers and resources. He also raised the issue of subject migration, or disciplinary migration, based on the need for scarce skills and the need for teachers qualified to teach certain subjects. Dr Degazon-Johnson responded that the most targeted subject areas were mathematics, science, information technology and English (in some cases) by countries wanting to develop English in their population, such as Rwanda that takes from Kenya in large numbers and China recruiting from Cameroon. There is, however, also a gender component. Mathematics and science teachers are predominantly male. Caribbean teachers working in the UK are often male, science and mathematics teachers, who are needed by the Caribbean as male role models as well as teachers.

Economics and education: Labour markets and human capital development in small states

Ms Constance Vigilance of the Economic Affairs Division of the Commonwealth Secretariat presented data from a study commissioned by the Commonwealth Secretariat on labour markets and human capital development in small states.

The first section addressed the definition and characteristics of small states, which are defined as sovereign countries with a population of 1.5 million or less. In Africa, Commonwealth small states are Botswana, The Gambia, Lesotho, Mauritius, Namibia, Seychelles and Swaziland. Asia-Pacific small states are Brunei, Fiji, the Islands Kiribati, the Maldives, Nauru, Papua New Guinea, Samoa, Solomon Islands, Tuvalu, Tonga and Vanuatu. Caribbean small states are Antigua and Barbuda, The Bahamas, Barbados, Dominica, Grenada, Guyana, Jamaica, St Lucia, St Kitts and Nevis, St Vincent and the Grenadines, and Trinidad and Tobago. Additionally, Cyprus and Malta are Commonwealth small states in the Mediterranean.

As Ms Vigilance explained, small states are inherently vulnerable, are dependent on strategic imports and are susceptible to natural disasters such as hurricanes. The small size also results in special development challenges, including heavy reliance on external trade and foreign investments, a lack of diversification of their economies (or dependence on one sector, such as tourism), limited human resource capacity (with one officer tasked with many different jobs), and remoteness. For example, the Maldives are remote and isolated with 200 populated islands. Each island, regardless of population, needs a school and clinic. Additional challenges include climate change and rising sea level, compliance with international agreements (e.g. anti-money laundering regulations and the blacklisting of many small states), the global economic crisis, dependency on tourism and a changing global trade regime. For example, in the Asia-Pacific region, a large number of island states enjoyed preferential treatment arrangements where they had been guaranteed a market and a price for sugar or bananas. Australia and Brazil, however, brought the case before the World Trade Organization (WTO) to end preferential treatment. As a result, sugar went out of production in a number of Caribbean countries, which affected the growth of these countries. Additionally, most of these countries face a high and rising debt. Small states are the most highly indebted countries in the world, including Seychelles, which in 2008/2009 depleted its foreign reserves by 85 per cent to try and address the problem and then turned to the IMF for assistance. There is also declining access to development finance, which had been available during the Cold War.

Ms Vigilance presented an analytical framework for labour market and human capital development in small states, which includes two broad categories: neoclassical and institutional/structural. The neoclassical perspective says that individuals seek jobs to optimise benefits, maximise their personal well-being and minimise their costs. This includes a job with a better salary and better working conditions. The institutional / structural perspective – in terms of the unions, laws, employers, internal company rules – considers the sociological and historical forces on the labour market, such as class, race, segmentation

and discrimination. An analysis of small states combines both categories, or what Jacobsen and Skillman (2004) have called 'neoclassical informed institutional labour economics'.[23]

The labour markets of African small states have unique features. Most depend on a single sector economy, with the exception of Mauritius that has a diversified economy. Southern African small states are closely linked with South Africa and employment in South African mines. Unemployment in the area is very high, as high as 40 per cent in Swaziland and 17.6 per cent in Botswana.[24] The US African Growth and Opportunity Act (AGOA) has provided some manufacturing jobs in the textile sector, but there is now strong competition from China. There is excessive rural to urban migration, and despite extensive effort in education and training, there is a scarcity of skilled labour in small African states. The migration of skilled labour to South Africa is also a trend.

In Pacific small states, labour markets consist of four economies: urban formal; urban informal; rural agriculture; and rural subsistence. The public sector is the largest employer. As in Africa, unemployment is high and there is a high rural to urban migration. In the Pacific, there tends to be more focus on academic subjects and a high percentage of migrant labour and mobility. There are formal mobility agreements with Australia and New Zealand based on Pacific regional agreements. Tertiary education is provided by the regional university and scholarships from Australia, New Zealand, Japan and the EU. In 2004, the Pacific heads of government mandated that there should be an increase in technical and vocational education in the region. The sectoral distribution of employment in Pacific Island countries (2005), with the exception of Fiji, is skewed towards the public sector as the largest employer of graduates.[25]

In Caribbean small states, there is a slow down in the growth of the labour force, due partly to the ageing population, and a higher male participation rate than female. There are more persons with degrees in the Caribbean than 30 years ago, which reflects a general improvement in educational attainment. The public sector is large, but there has been a decline of unionisation. According to 2004 data from the UK, unemployment rates are high with 21 per cent in St Lucia and 11.7 per cent in Jamaica.

Ms Vigilance then highlighted general features of small states labour markets across all of the regions, including: (1) higher levels of unemployment especially among young people; (2) high proportion of semi- and low-skilled labour and lack of skilled labour (small states import accountants, doctors, engineers, chefs, managers and computer specialists); (3) permanent and temporary migration of workers and their families to larger and more developed countries; (4) weak regulatory systems, given that several labour laws have not changed since colonial times (there is a high reliance on the informal sector and remittances given that there are no social safety nets such as unemployment benefits); (5) large informal sector (human resource capital in some of these small states tends to be very weak, which arguably reflects a poorly resourced education system); and (6) labour market segmentation, given that most are very dependent on tourism. Females tend to work mostly in the service sector whereas men work in the technical areas. Also, managerial jobs are held mainly by men. This is, however, changing with the decline in males attending tertiary education institutions.

High unemployment and migration pose significant challenges. There is a mismatch between the output of the education system and the needs of employers. There is also a lack of linkages between strategic investment and production planning and between human resources development and employment planning. In small states, there are also inadequate labour market information systems.

Ms Vigilance then made a comparison between a person working in the informal sector and someone

23 Jacobsen, J.P. & Skillman, G.L. (2004). *Labour Markets and Employment Relationships A Comprehensive Approach.* Oxford: Blackwell Publishing.
24 Siphambe, H. (2008). 'Labour Markets and Human Resources Development in the Small States of Africa and the Indian Ocean'. In A.S. Downes & A.L. (Eds.). *Labour Markets in Small Developing States.* London: Commonwealth Secretariat.
25 Reddy, M. (2008). 'Pacific Islands Labour Market: Issues and Challenges'. In A.S. Downes (Ed.). *Labour Markets in Small Developing States*. London: Commonwealth Secretariat.

who is an entrepreneur or ad hoc consultant. Persons who classify as being in the informal sector would have limited educational attainment, a limited capital base, lack of financial institutional support, and no business plan.

The research commissioned by the Commonwealth Secretariat recommended three categories for measures: education and training; labour market planning and policy making; and labour institutions. It is recommended that countries train persons in areas where they need to import labour. For example, countries dependent on tourism tend to import the chefs, accountants etc. The research also called for the restructuring and refocusing of the education system to meet the needs of the labour market, as well as training and education that would facilitate diversification of sectors.

With respect to labour market planning and policy making, it was recommended to improve the flow of information from the labour market to the school system and to diversity the economic base to provide sustainable employment and livelihoods. The research also encouraged employers to explore trade agreements for the movement of labour across borders, e.g. GATS Mode 4, which ensures the free movement of persons across borders to provide services. Trade agreements can be explored to address unemployment. The research also recommended for countries to undertake labour market surveys and monitor labour market changes. Employment creation programmes based on national programmes could also be further developed. Labour institutions could revise labour laws to achieve a balance between flexibility and security, including a type of social security, to upgrade labour market institutions and to strengthen the dialogue among social partners.

Discussion and deliberations

Ambassador Michael Omolewa asked about the different roles and responsibilities needed to respond to the needs of small states. Ms Vigilance responded that there is a need for policy to improve linkages between the education system and labour market, as well as for an improved flow of information. She added that the labour ministry could listen more to the needs of employers so that the education ministries and training provided is meeting the needs of the international labour market, not only the domestic market. Ms Vigilance also gave the example of Barbados where there is dialogue between the unions, government and private sector to develop workable solutions. In general, she added, there is a need for more dialogue. With respect to improving information systems, there is a potential role for both the UN and Commonwealth Secretariat.

Dr Degazon-Johnson asked Ms Vigilance to comment on the overall impact of remittances in small states. Ms Vigilance reported that in some Pacific countries, remittances still comprised a very large percentage of the overall economy, around 40 per cent. This presented a real problem, however, in that remittances are used mostly for consumption rather than for education or productive purposes. She added that the Commonwealth Secretariat is looking at the establishment of small, medium enterprises (SMEs) to provide employment to add to economic growth.

Marcia Stewart commented that with respect to education, small states are gripped in a vicious circle. Higher education itself is a factor of economic growth to develop the technical skills of professionals. Yet, very often the basic education upon which the system is built is lacking. Most small states face this challenge, which is critical to developing teacher education and the delivery of quality education. Ms Vigilance responded by pointing out that there were five additional Commonwealth countries that could be classified as small states. Although their population was above 1.5 million, they have the same characteristics of small states. These are Jamaica, Lesotho, Namibia, Botswana, and Papua New Guinea.

Francis Faller asked if there was any evidence that the informal sector can be brought into the discussion, or if it was recognised as a legitimate sector. If it is, he asked, are the education sectors and curricula allowing recognition of the informal sector in terms of skills and development? Ms Vigilance responded that the informal sector was difficult to define and that there was a difference between the informal sector and an ad hoc consultant. The informal sector includes petty trading, agriculture and subsistence operating

without a business plan, and sometimes operating with the drug trade. Petty trading and agriculture could be classified as SMEs, but this depends also on the technical support.

Dr Manik also added that tourism in Botswana was significant to the economy.

Symposium Day Two

Review of Day One

In reflecting on the first day of the symposium, Dr James Keevy outlined three interrelated themes: qualifications, credential evaluation, and migration. He then reviewed key questions and reflections raised during the first day of the symposium on the subject of qualifications:

1. What is a qualification?
2. What does it mean nationally?
3. What does it mean transnationally, or within regions?
4. What are the differences between outcomes-based and time-based approaches? If we are now reverting back to time-based approaches, why?
5. Why does context matter so much?
6. Should we be talking about minimum standards? Or do we need to look at this differently, and do minimum standards cause more problems?
7. There is a race for qualifications for teachers, in-service and others.
8. With respect to 'More teachers better teachers', we need more teachers but we also need to look at their qualifications.
9. Valuing learning that takes place in context and in the workplace, which is often not valued.

Key issues with respect to credential evaluation are small state challenges, serial migration, return migration, in-country / in-region migration, issues around fair trade; pervasive inequality, the treatment of migrant teachers as commodities, the role of recruitment agencies and remittances.

Dr Keevy added that migration issues include new technologies to look at migration and to compare qualifications. As Professor Jansen had pointed out, there are both technical and political issues. Looking at the *Fair Trade for Teachers* publication, which puts forward new technologies, there are also political issues that need to be considered. Language, in particular English, was identified in earlier sessions as a primary determinant of migration. Another key issue is the similarity in context, and across the Commonwealth there are common roots in the British education system. As Dr Hawthorne pointed out, there is also the issue of female teachers who migrate outside the formal system and come in-service through different route.

Dr Keevy added that teacher status is at the centre of all of these discussions. Yet, we need to be careful about the difference between employment status and professional status. We also need to distinguish between the roles of the unions, employers and professional councils.

At this point in the programme, a draft of the symposium statement was circulated and discussed among participants. The final version is reflected at the beginning of this publication. The group also reviewed World Bank data on remittances, which had been addressed earlier by various presentations, showing that in all cases there were more remittance inflows than outflows. As Dr Degazon-Johnson added, however, the data do not reflect the loss of human capital and what is happening to the inflows, i.e. if they are used for building infrastructure or consumption.

Session 4. Research Initiatives in International Teacher Professional Recognition, Qualifications and Quality Assurance

The fourth session was chaired by Ambassador Michael Omolewa, the former permanent delegate of Nigeria to UNESCO. Presentations were given by Mr Lucio Sia, programme specialist in the teacher education section of UNESCO, Dr Morella Joseph, coordinator of the CARICOM task force on teacher professional development, and Ms Shannon Lederer of the American Federation of Teachers.

Quality assurance and professional qualifications: The role of UNESCO

Lucio Sia presented an overview of the section for teacher education at UNESCO, which is within the division of higher education. As he outlined, the section's objectives are to mobilise and assist member states in designing and implementing viable national teacher policies concerning teacher education and training, recruitment and retention and issues of status and working conditions. UNESCO builds the capacity of teachers and teacher educators and promotes the exchange of knowledge, good practices and lessons learned regarding teacher issues. The work of the section extends beyond teacher training, both pre-service and in-service training, it also addresses teacher structures and teacher policies, and translates research into practice.

UNESCO developed two normative instruments outlining recommendations concerning the status of teaching personnel: the 1966 ILO/UNESCO Recommendation concerning the Status of Teaching Personnel; and the 1997 UNESCO Recommendation concerning the Status of Higher Education Teaching Personnel. The recommendations are not legally binding, but do have a strong persuasive effect as they were adopted by UN member states. The scope of the recommendations include initial and continuing training, recruitment, advancement and promotion, security of tenure, disciplinary procedures, part-time service, professional freedom, supervision and assessment, responsibilities and rights, participation in educational decision making, negotiation, conditions for effective teaching and learning, and social security.

Monitoring of these recommendations is carried out by the Committee of Experts on the Application of the Recommendations concerning Teachers (CEART). CEART comprises 12 professionals / experts in field: six are selected by UNESCO and six are appointed by the ILO according to geographical distribution, gender, and expertise. The Committee meets once every three years and produces a report, and met most recently in the autumn of 2009. The Committee is endorsed by the executive board. For example, in reviewing all of the instruments, CEART decided to retain only ten instruments, which include the two outlined above.

There is also a working group that examines allocations from teachers and teacher organisations (not only unions because in some countries they do not have the right to unionise). UNESCO also has a strong partnership with EI. The working group currently has cases raised by four member states: Japan, Ethiopia, Australia, and Denmark. In Japan, for example, the All Japan Teachers and Staff Union complained that government had prepared a merit based promotion and appraisal system without consulting the union.

UNESCO's quest for quality assurance is impelled by: massive expansion of education over the last 50 years, with the doubling of enrolments, and, therefore, standards and quality that are no longer guaranteed; disreputable providers; dumping of poorly designed programmes; effects of globalisation; growing international trade in higher education that makes it difficult for countries to restrict the activities of dubious foreign/online providers unless they have clear regulatory frameworks developed by independent bodies; a drive for universal education provision; and the development of new technologies and new modes of delivery that require new forms of quality assurance.

As Mr Sia pointed out, quality assurance should not be confused with quality, as it is a set of methods, and institutions without quality assurance methods are not necessarily of poorer quality. As he put it, quality assurance is a process that examines the aims, structure, inputs, processes, products, outputs and projected

outcomes of higher education systems (programmes/institutions) and maintains, improves and enhances quality. In this field, it includes a systematic review of educational programmes to ensure that acceptable standards of education scholarship and infrastructure are being maintained. Mr Sia then outlined the dimensions of total quality management: *quality assurance* involves proactive measures taken to avoid faults; *quality control* involves reactive measures taken to remove faults; and *assessment of quality systems* that includes the monitoring, evaluation, and audit of procedures.

Quality assurance of accreditation includes a self-evaluation carried out by staff of the institution or programme, according to criteria set by the accrediting body, and the submission of a written report. The second step for UNESCO is a peer review study visit by a team of peers, selected by the accrediting body, who submit an assessment report based on site visits and interviews. Later, there is an examination by the accrediting body of both the self-evaluations and the peer review, leading to a formal decision on recognition status and licensing for a certain time period. In some countries (e.g. USA, UK, India and Indonesia) the accrediting agency grades and/or ranks institutions so that the public knows which ones are best. There is a diversity of quality assurance systems; some are more focused on accountability, other focus more on institutions and others focus more on outputs. Evaluations result in recommendations, whereas accreditation systems result in decisions. The diversity of systems is all the more complex.

We now have the internationalisation of quality assurance, with the international rankings of universities. The OECD conducted a feasibility study on the International Assessment of Higher Education Learning Outcomes (AHELO). There are also international and regional QA networks, such as the International Network for Quality Assurance Agencies in Higher Education (INQAAHE) that publishes its *Guidelines of Good Practice* (2003, updated 2006).[26] UNESCO/OECD developed their *Guidelines for Quality Provision in Cross-border Higher Education*,[27] and the UNESCO/World Bank developed the *Global Initiative for Quality Assurance Capacity* (GIQAC).[28] The European Network for Quality Assurance (ENQA) is the first established regional network, set up in 2001. There are also regional networks for quality assurance across Asia (est. 2003), Latin America, and Africa (est. 2007). The African network operates under the auspices of the African Association of Universities with support from international organisations such as UNESCO and the World Bank.

Mr Sia then presented a few examples of minimum standards including: the criteria and minimum standards for the bachelor's degree in education in South Africa developed by the Higher Education Quality Committee (HEQC); the elementary education programme standards developed by the National Council for the Accreditation of Teacher Education (NCATE) in the USA, which outlines what an elementary teacher must know and be able to do; the standard for international teacher education in Scotland, which notably does not provide any rankings; and the Commonwealth of Learning (COL) quality indicators for teacher education as part of the Quality Assurance Toolkit for Teacher Training Institutions (QATTEI), which was developed by the National Assessment and Accreditation Council (NAAC, India) and the Commonwealth of Learning (COL) in 2007.

UNESCO responds to quality assurance with its normative instruments, including UNESCO conventions, UNESCO/OECD guidelines or Quality Provision in Cross Border Higher Education, and UNESCO/ILO recommendations. It also engages in capacity building by organising workshops and conferences, and developing needs assessment tools and toolkits for online learning. Knowledge sharing includes both south–south and south–north sharing of ideas, as well as policy fora. The UNESCO institute of statistics gathers data and helps member states and institutes to develop data.

The UNESCO/OECD Guidelines for Quality Assurance in Cross-border Higher Education show agreement on some key principles, notably the importance of: increasing transparency, security and information about education for students and society more generally; respecting national sovereignty in education;

26 See INQAAHE website: http://www.inqaahe.org/main/capacity-building-39/guidelines-of-good-practice-51
27 See OECD website: http://www.oecd.org/document/52/0,3343,en_2649_39263238_29343796_1_1_1_1,00.html
28 See UNESCI website: http://www.unesco.org/en/higher-education/quality-assurance-and-recognition/quality-assurance/giqac/

developing reliable QA systems for education that provide regular evaluation of national and cross-border provision; preserving the diversity of education systems in relation to their specific environments; enhancing international cooperation and networking and promoting mutual trust; recognising that quality and QA are primarily the responsibility of the education institutions themselves; and guaranteeing the independence of external QA bodies. The guidelines also express agreement regarding some key recommendations for QA agencies, which are invited to: provide clear and publicly available information on the goals and objectives, processes, standards/criteria, procedures and results; have adequate resources; and carry out a self-evaluation of their activities and subject themselves to external reviews at regular intervals.

The main principles of the UNESCO/OECD Guidelines for Quality Assurance in Cross-border Higher Education are: (1) The quality of cross-border higher education is a shared responsibility between importing and exporting countries; (2) Quality assurance should cover cross-border education in all its forms (student, academic, programme and institution mobility); (3) Stakeholders (governments, higher education institutions, student bodies, QAA bodies, and professional bodies) should collaborate internationally to enhance the transparency about the quality of higher education and about higher education systems; and (4) Cross-border delivery should have the same quality as home delivery.

UNESCO also has a portal on higher education institutions,which includes information about study and exchange programmes and shows the credibility of institutions. The countries themselves recognise the institutions[29]. The UNESCO/Council for Higher Education Accreditation (CHEA) Degree Mills Project discourages degree mills[30]. The World Bank and UNESCO also have a partnership called the Global Initiative for Quality Assurance Capacity (GIQAC) to support capacity building in developing and transitional countries. It was launched in January 2008 for a three-year period. Participants are from regional QA networks from Africa, Arab States, Asia and the Pacific, Latin America and INQAAHE. It was extended to the European Consortium for Accreditation (ECA) and Caribbean Area Network for Quality Assurance in Tertiary Education (CANQATE).

In conclusion, Mr Sia outlined next steps for UNESCO in 2010–2011, which include the continuation of GIQAC and portal activities and meeting the new QA challenges, such as the Open Educational Resources in Higher Education.

Addressing harmonisation of teacher qualifications in the Caribbean region

Dr Morella Joseph, CARICOM Task Force on Teacher Professional Development, began her presentation with an overview of the Caribbean Community (CARICOM) and its work. Before the establishment of CARICOM in 1973, there was a Caribbean free-trade agreement (CARIFTA) that focused only on the common market and did not provide for the free movement of labour and capital and co-ordination of agriculture and foreign policies. In 1989, heads of government met and decided to replace CARIFTA with a Caribbean single market and economy (CSME). The original treaty was superseded by another treaty, which now drives the work of CARICOM, and particularly relevant for teachers is Article 35 of the Treaty of Chaguaramas:

> *...the COHSOD (Council for human and social development) is required to establish common standards and measures for accreditation or for mutual recognition of Diplomas, certificates and other evidence of qualifications of the nationals of Member states in order to facilitate access to and engagement in employment and non-wage earning activities in the Community.*

The treaty also set up the Caribbean Single Market and Economy (CSME), which responded to what is happening globally. Today, CSME is synonymous with CARICOM.

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29 See: http://www.unesco.org/education/portal/hed-institutions

30 A degree mill is an organisation or institution that issues degree certification certified for an appropriate payment, with little or no requirements for the individual to demonstrate full competence at the relevant degree level in the discipline area.

Within the CSME, provision is made for the free movement of persons, including teachers. Here, the harmonisation and recognition of qualifications is critical. One important aspect of the functioning of an integrated labour market, such as the CSME, is the efficient operation of a mechanism for establishing common standards to determine equivalency of, or accord accreditation to diplomas, certificates, and other evidence of qualifications secured by nationals of member states.

The fifteen full members of CARICOM are Antigua and Barbuda, The Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Haiti, Montserrat, St Kitts and Nevis, St Lucia, St Vincent and the Grenadines, Suriname, and Trinidad and Tobago. Associate members are Anguilla, Bermuda, British Virgin Islands, Cayman Islands, and Turks and Caicos Islands,. The headquarters of CARICOM is in Guyana[31].

A rationale for the harmonisation of teacher qualifications emerged from workshops organised in the Caribbean by the Commonwealth Secretariat, ILO and others. There is a need to: facilitate free movement; regulate and co-ordinate teacher qualifications to improve quality; increase the recognition of and set benchmarks for teacher qualifications nationally, regionally and internationally; improve the communication and understanding of teacher qualifications by relevant stakeholders; address the issues of harmonisation of standards and systems for the preparation of teachers; address requirements for accreditation and determination of equivalences of programmes; and address the requirements of Article 35 in the Treaty of Chaguaramas.

The COHSOD mandated CARICOM to set up a task force on teaching and teacher education to begin to address those issues that are relevant for free movement. In order to explore the needs and qualifications within member states, research was conducted in 2008 to look at the institutions that deliver teacher education in the Caribbean. The results showed significant differences in what was being offered – in matriculation, entry requirements, length of the programme, certificates, curriculum, structure and governance. There are a number of institutions offering programmes at six different levels: early childhood; primary; secondary; special education; technical/vocational; and tertiary. There are also different qualifications by programme level, ranging from certificate in education to diploma to a bachelor's degree in education. Dr Joseph highlighted special education given that this level is often marginalised but is becoming increasingly important. Modes of delivery of education include face-to-face, blended learning, distance and part-time programmes.

There is a diversity of qualifications required to teach at different levels, which illustrates the difficulty of harmonising the work. The Joint Board of Teacher Education is responsible for issuing certification of teachers at the levels of early childhood, primary, secondary and technical/vocational education. The Ministry of Education also certifies teachers at these levels in some states. Additionally, there is Council of Early Childhood Education in Belize and the NCTVET that certifies teachers of vocational education in Jamaica. Across the seven member states, there is no single body responsible for issuing qualifications for the five vehicles[32].

The research included interviews with 31 principals of the teachers colleges offering teacher qualifications. Some of the challenges identified were: inadequate resources and equipment; inadequate facilities/ infrastructure and space; need for more and improved ICT resources; need for more financial resources; low salaries; and need for specialised training. Gaps were also identified in relationships between and among institutions, common understandings, well-defined standards of practice and performance, and beliefs among school and college/university-based faculty.

One school of thought says that a regional qualifications framework might be used to register teacher qualifications. Research conducted by CARICOM identified some of the challenges, including a lack of harmonisation of qualifications and different articulation of the qualifications that do exist. There is an absence of national standards and co-ordination for qualification comparison, but there are one or two

31 See: www.caricom.org
32 Vehicles refers to early childhood, primary, secondary and technical and vocational education.

member states that are pursuing national qualifications frameworks.

As Dr Joseph pointed out, delegates from SAQA had alluded to the necessity of NQF, and some of the same things relate to the regional qualifications framework (RQF). With the exception of Jamaica, most member states do not have a well-structured NQF that is legally binding. Dr Joseph then provided an overview of the regional qualifications framework for the Caribbean community, with its five-tiers, that considers all professional, academic and TEDVOC qualifications: Level 1: entry-level worker (directly supervised); Level 2 – skilled worker (supervised); Level 3 – technician supervisor; Level 4 – master craftsman technologist; and Level 5 – advanced professional senior manager (See Figure 2).

The elements of the NQF, and indeed any NQF, include: the type or level of programme; orientation and purpose; duration of a typical programme; credits equivalency; entry requirements; occupational competence; and academic competence. Qualifications identified in the framework include the certificate, diploma (undergraduate), associate degree, bachelor's degree, and post-graduate degree. This framework facilitates the free-movement of teachers.

At a meeting in May 2007, the Caucus of Ministers of Education recommended that the RQF be reviewed and/or extended by a working group comprising National Accreditation Bodies and other relevant stakeholders. A challenge is that most countries in the region, except Jamaica, Trinidad and Barbados, do not have national accreditation bodies. Also, the regional accreditation body has only been endorsed by three member countries. Following progress in the health area and momentum in education, there is a framework for action going forward. This includes: the harmonisation of qualifications in light of the CSME; standard setting for teacher education programmes; a body to co-ordinate the harmonisation and standardisation process; national and regional consultations; an understanding of arrangements between institutions across the region; a review of models of qualifications frameworks practiced internationally and selected/adapted as appropriate; a review of standards for teacher education programmes used by other accreditation bodies; and the development of a structure for the incremental implementation of the standards.

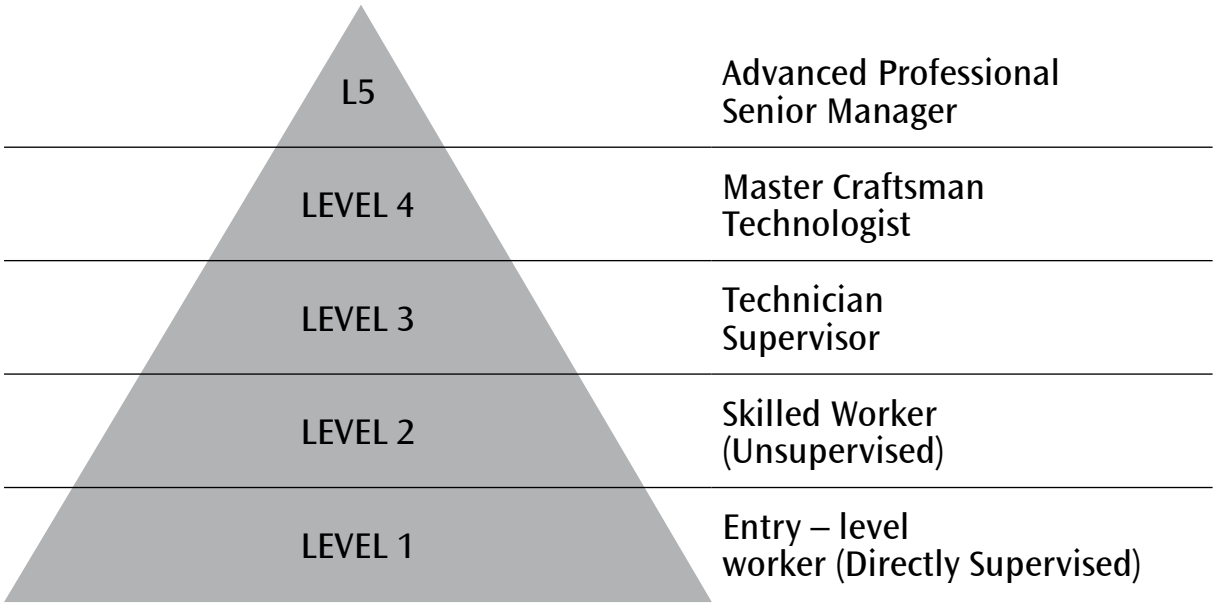

Figure 2: Overview of regional qualifications framework tiers for Caribbean Community

In conclusion, Dr Joseph highlighted the role of the task force: to establish a National Council for Teaching and Teacher Education. To date, Jamaica is the only member state with a national council. She added that standards for institutions offering teacher education programmes need to be established. The task force will also work towards the development of a regional framework for teacher qualifications and the development of a marketing and advocacy strategy. Relationships with other national, regional

and international bodies (e.g. the Commonwealth Secretariat, COL, UNESCO, SAQA, EI, ILO) will be strengthened on a partnership basis. Ultimately, this work will support the mandate to set up and develop a Caribbean Community Council for Teaching and Teacher Education (CCCTTE).

Importing educators: implications and outcomes of the research for US education

Ms Shannon Lederer shared findings from research commissioned by the American Federation of Teachers (AFT), published in September 2009, which investigated the recruiting practices of teachers coming to the United States.

The research found that in 2007, 19,000 primary and secondary teachers were in the USA on temporary visa status programmes to work in primary and secondary schools. This number is rising. Ms Lederer reported that abuse and exploitation of migrant teachers have been widespread, mostly by for-profit recruiters rather than employers. These trends impact and hamper educational quality in source countries. Ms Lederer agreed with an earlier comment from Dr Spreen and pointed out that the hiring practices are implemented in lieu of needed reform in US education institutions. The recruitment of overseas teachers is not fixing problems in us urban schools, and the rights of the teachers are being violated.

In Ms Lederer's view, it is impossible and highly problematic to separate human rights from classroom performance. Similarly, it is impossible to reform education without tackling poverty issues. It is also unrealistic for teachers to perform with these external stresses, and it will inevitably affect performance in the classroom.

Ms Lederer shared a video clip of testimony from a Philippine teacher and union member working in Louisiana whose experience in the USA presented a marked contrast to the experience of Dr Mayers. She is one of 300 Philippine teachers who were recruited by the same agency, all of whom are experiencing exploitation. In her testimony, teacher Ingrid Cruz talked about each teacher paying the agency US$15,000 to come to the USA, and her feeling of being 'chained in bondage' and away from family. Upon arrival, she learned that she would have to deal with another agency, and if she were to be fired, she would have to pay fees to the second agency. Any teacher who questioned the contract was threatened with being sent home, without a job. Fellow citizens and American teachers were also threatened by the agency, which sued Ms Cruz, making her an example to others as to what would happen if one went against the agency. The agency also banned teachers from joining unions. Thirty teachers were terminated just before the school year in 2008, most of whom had been in the USA less than a year, and who were not in a position to pay loans back home. Ms Cruz spoke about teaching as her vocation to make a difference in the lives of the students. The AFT took up the case, providing legal assistance and moral support.

Ms Lederer added that typically these recruited teachers pay more than US$20,000 to the recruitment agencies before they arrive and upon arrival are sometimes forced to sign another contract committing to an ongoing payment to the agency as a percentage of their salary for the next two years.

The AFT does not know what proportion of teachers is experiencing this degree of abuse. Data obtained from the US government reflects a need for highly qualified teachers. In 2007, there were 19,329 overseas trained teachers working in the USA under H1-B and J-1 visas.[33] In 2007, 2,456 secondary teacher J-1 visas were issued.[34] In 2008, 6,900 primary and secondary teacher H1-B visas were issued.[35] Generally, however, overseas trained teachers receive upon arrival a provisional certification to teach for around two years, after which they would have to obtain their full certification. The J-1 visa is an exchange visa for one year, which can be renewed twice for a maximum stay of three years. With this programme, teachers often return before they are ever fully certified. These have fluctuated over the years, with a notable drop after 11 September 2001. In contrast, work visas (H1-B) have been on a steady increase, up 30 per cent over the last five years.

33 Interagency Working Group on US Government-sponsored exchanges and training; US citizenship and immigration services.
34 Interagency Working Group on US Government-sponsored exchanges and training
35 US Citizenship and Immigration Services, Characteristics of Specialty Occupation Workers (H1-B) Reports

As Ms Lederer pointed out, credit for this expansion can be given to the recruitment agencies, creating both a supply and demand for teachers, by proactively pitching their services to employers around the USA. With this volume of teachers coming in, problems emerged. As the AFT research found, one recruitment agency was convicted of alien smuggling and visa fraud, which had been in operations for at least twelve years before receiving penalties. Other labour rights abuses included indentured servitude contracts, which are largely coming out of India, with clauses for ongoing payment requirements. There is a penalty for teachers of US$15,000 if they return home in the first year, US$12,000 if they return home in the second year, and 25 per cent of salary on an ongoing basis. Teachers, including Ms Cruz, were forced into housing that was well above market value. Many of the teachers are not employed by the US school districts, but by the recruiters, and placed in the most challenging schools. Fifteen per cent of the public teaching force in Baltimore, Maryland are Philippine, who are often placed into schools that the state deems 'persistently dangerous'.

As Ms Lederer pointed out, a lot of work needs to be done to ensure that teacher migration is purposeful and to end the exploitative patterns going on. As she put it, only after minimum human rights standards are met can we see quality services.

Challenges with research include a lack of data on teachers coming from source countries. With respect to nurses, data are well known given that all nurses need to pass an exam before being recruited to work in the USA. This process allows for quality assurance of a minimum standard, but also for the collection of data. There is no equivalent process in the field of education, and we do not know nationality, age, years of experience, and other key data.

Ms Lederer also highlighted the impact on source countries through the example of the Philippines. Although there is a lot of attention given to the labour surplus in the country, there are serious implications for the education system at home. As an example, in the Upper Bicutan High School in the greater metropolitan area of Manila, the average class size is 93 students. Sometimes, there are no teachers available to teach the students. The Upper Bicutan High School has a shortage of mathematics teachers, so the teacher in the neighbouring class teachers two classes, each for one half of the period. The Philippines Overseas Employment Agency, a government agency created to facilitate the export of Philippine workers and to protect them, stated:

> *In Philippine education, brain drain is said to be evident in both the public and the private school system, though more felt in the former. The fields most vulnerable are* ***special education*** *and elementary and secondary* ***science*** *and* ***mathematics*** *education... Those leaving for teaching jobs abroad are generally with better credentials. Finding suitable replacements for them is not easy.*

Ms Lederer asserted that hiring teachers away from a developing country that needs 16,000 teachers to meet its own EFA goals is morally ambiguous at best. Currently, there are no systemic mechanisms for returning to the home education systems, which underlines the problem with remittances. This constitutes a private return on a public investment, which does not cycle back into the system.

In closing, Ms Lederer stated that teacher migration is only purposeful when it is ethical and provides proper support mechanisms to maximise success in the classroom. She highlighted the AFT recommendations that emerged out of the research findings, including professional development and mentoring. The hiring process itself should not be considered a substitute. Lederer believes that recruited teachers should have union representation, which was critical in the case of the Ms Cruz. She also highlighted the necessity of partnerships between and across unions. Without the AFT's partnership with the Philippine teachers' union, the AFT would not have been aware of what was going on. Lederer added that Education International has a valuable role to play given that bilateral relations tend to be spotty and effective advocacy is important.

Discussion and deliberations

Dr Degazon-Johnson highlighted the role and function of UNESCO, in particular the joint ILO/

UNESCO advisory council CEART, and the importance of the regional harmonisation of qualifications that is reflected in Dr Joseph's work. She added that whilst the USA is not a Commonwealth member country, the Commonwealth Secretariat was asked in 2005 to bring the USA under the umbrella of the Protocol given that the USA is a destination country for a large number of Commonwealth teachers. Both David Edwards of the National Education Association and Shannon Lederer of the AFT have been in the vanguard of key partners in collaborating with the Secretariat. Mme de Cormarmond raised the issue of considering continuous service in the process of harmonisation of qualifications across the Caribbean.

Dr Dennis Sinyolo thanked Mr Sio for highlighting the work of the UNESCO institute for statistics and informed delegates of technical paper number three, which contains new projections on the teacher gap to meet MDG goals. He also referred to the current work of EI to work with Public Services International,[36] a trade union federation, to address some of the issues highlighted in the AFT study.

Dr Manik drew comparisons between the situation in the USA and South Africa with respect to a shortage of mathematics and science teachers and the loss of the most highly qualified. As part of her research, she went undercover and investigated the practices of recruitment agencies in the UK that were unscrupulous. She called for a need to look at this issue further, as well as a need for statistics for the South African context.

Session 5. 'Fish Bowl' Forum Theme: Teachers and the Future in Addressing Professional Recognition, Status and Qualifications

The 'fish bowl' session took place at a different building at the University of the Free State. University lecturers, student and the public were invited to join. The 'fish bowl' involves a different arrangement of chairs from a typical panel: there is an inner circle with a discussion and an outer circle that observes. Open chairs are included in the inner circle so that people from the outer circle can join in the discussion when they make an intervention.

Following a brief introduction from Dr James Keevy, Dr Degazon-Johnson welcomed the attendees and provided some background information on the symposia. She added that this year's session sought to share critical data that is needed and should be shared more widely, and also to show possibilities to inform programmatic responses and policy research with response to teachers and development. In 2004, the Commonwealth Teacher Recruitment Protocol led to a number of actions including gathering data and research across the Commonwealth and beyond.

Panel 1 – Teacher status and professional recognition

The first panel was on the theme of teacher status and professional recognition with three guiding questions:

1. What is the status of teachers internationally?
2. What is being done to improve the status of teachers internationally?
3. What is being done in South Africa?

Dr Keevy started by saying that there is a perception in South Africa and elsewhere that the status of teachers is under threat. He then invited panellists to share their experiences with the specific programme. Panellists for this session were Dennis Sinyolo, Carol Anne Spreen, Marcia Stewart, Tsedi Dipholo, Shannon Lederer and Simone de Cormarmond.

Tsedi Dipholo commented that when you ask students what they want to do when they grow up, the answer is 'anything but a teacher'. She remarked that teachers do not feel they are being treated as professionals.

36 See: www.world-psi.org

There is also the issue of pay, given the option to go into an office with air conditioning versus teaching under a tree.

Carol Anne Spreen offered her perspective on the USA, where some literature and programmes undermine the teaching profession. Literature says that class size does not matter and that textbooks should be prescriptive. Paraprofessional teachers are increasingly used, and you can have 15 teachers and 15 paraprofessionals in the school. This is a problem, as is shadow teaching. Salaries are not being addressed.

Dr Keevy then raised the traditional notion of teaching and teachers wanting to teach. Marcia Stewart responded by saying that gate keeping in the profession was a problem; there is a notion that anyone can be a teacher, although the ILO and UNESCO had set standards describing a teacher as someone with expert knowledge. She added that salaries also needed to be adjusted.

Simone de Cormarmond commented on the situation in Seychelles and a particular challenge of class control. Social issues and drugs among both girls and boys make it difficult for teachers. Teachers find themselves more in a social worker role than having to just perform at an academic level. This is a major challenge.

Shannon Lederer agreed that there is also a general belief in the USA that anyone could teach and added that this is a dangerous trend away from thinking of teaching as a profession. She added that there are teacher shortages in the USA, particularly in urban schools, but the current approach is to find temporary solutions rather than improve the profession. These include programmes where people volunteer to teach for a few years and do altruistic work and then move onto the 'real job' or 'real career', which is an insult to those who see teaching as a profession.

Dr Keevy then asked panellists how we manage the perceptions of teaching across the globe. Dennis Sinyolo reported that every three years EI carries out a study on teaching and the status of teachers. The most recent study was carried out last year. The results found three things: (1) the de-professionalisation of the teaching profession reflected in the recruitment of unqualified teachers and the closing of teacher training colleges, including in developing countries such as Senegal, Mali and Niger. He added that there is pressure from ministries of finance within the country to reduce budgets, as well as from the World Bank and IMF, to reduce public sector wages; (2) the casualisation of the teaching profession, particularly in higher education. For example, in Germany more than 80 per cent of university teachers have either fixed-term or short-term contracts. Without benefits, they feel under threat; and (3) declining levels of remuneration. Sinyolo added that teachers could not afford basic necessities. In Tanzania, for example, teachers tell their own children never to become teachers. However, there are exceptions and countries where teacher status is still quite high (e.g. Korea and Finland). This also leads to higher levels of remuneration and training.

Samuel Isaacs commented that teaching is a victim to structures that are devaluing teacher status. He asked about the agency of teachers and what teachers could be doing to 'kick back' against the structures.

Shannon Lederer reported that the teachers' unions in the USA are under fire and are trying to be the vehicles for reform, trying to empower teachers and facilitate peer-to-peer education, which has been found to be one of the most effective ways of development.

Marcia Stewart added that there was the necessity for procedures of gate keeping and ensuring standards, and better promotion about what the profession does. Teacher colleges tend to be conservative and not broadcast their achievements and good practices; teachers are often perceived as second-class citizens. Public information and proactive action could help change this perception. She added that teachers need to be their own advocates and gatekeepers of professionalism.

Dr Keevy commented that he had worked with a group of credential evaluators who compare South African qualifications with foreign qualifications. They asked why they were not organised in some way

and about the need for more agency among teachers and professionals and taking a peer-to-peer approach was a good strategy.

Carol Anne Spreen raised the issue of assessments and accountability, including large-scale international comparisons such as PISA and TIMSS, and the trend in the USA towards merit pay, or pay based on student achievement. She pointed out that some teachers had shown agency in developing their own assessment standards to demonstrate that they are the best judges of what their students do. They had also come together as communities to challenge standardised tests. Spreen added that, in the USA, parents are driving the demand for assessment, which depopularises teachers.

Morella Joseph raised the issue of the teaching service commissions, which she felt had done a disservice in determining who becomes a teacher. If one wants to become a teacher in the Caribbean, one applies directly to the teaching service commission. There is no profiling done or stringent measures in the recruitment of teachers, and there are some dubious characters that have become teachers that have lowered confidence in the profession. Dr Joseph added that the route to becoming a teacher is problematic. Today, less training is needed in Caribbean countries and a person with three or four O Levels can become a teacher. Older teachers and parents have little confidence in younger teachers. She added that there is also a difference between church and state/ national schools. The church has a say in the appointment of teachers at church schools, which includes profiling, which is not the case in national schools. She argued that the need for the establishment of national councils in the Caribbean is critical.

Francis Faller provided an anecdote having asked students at Witwatersrand University why they chose not to go into teaching. The students responded that teaching was for old people and said, 'in our minds, a teacher is supposed to be a public intellectual and old people are not interested in intellectual things anymore'. Faller then raised two questions for discussion: (1) Are we giving enough attention to the notion of a teacher, who was perceived alongside a lawyer and minister, as the public intellectual? (2) We talk a lot about unqualified teachers coming into the classroom that are undermining the status of teachers, but engineers do not have their status undermined by technicians. Are we on the wrong track and should we be talking about differently qualified teachers?

In response, Dr Keevy asked if we need to talk about the staging of qualifications in the teaching profession. In his view, we need to understand how teachers are being qualified and what needs to be done.

Carol Anne Spreen referred to earlier comments made by Dennis Sinyolo on the importance of addressing pre-service training and stated that teachers should receive continuous professional development and in-service training so that they can stand out as intellectual leaders. She added that teacher unions and organisations are critical to the discussion and could join forces to defend the profession.

Sadhana Manik raised the point that schools in South Africa had not really been de-segregated, and that this was also influencing teacher status and classification. The realities of urban and rural schools are still vastly different.

Kimberly Ochs asked if teaching was becoming a transitional profession, and reflected on earlier comments made during the symposium on the role of teacher as provider. She also asked how teachers could exercise agency on the contextual factors to help empower them financially and professionally.

Simone de Cormarmond raised the issue of political will. She pointed out that private schools will always exist alongside state schools, but there needs to be political will at the highest level to bring about change. She mentioned that other strategies include the creation of parent teacher associations, in which the minister plays an active role in getting the parents involved. In the case of Seychelles, for the past 30 years, the biggest portion of the budget is allocated to education and health. Dr Keevy added that a distinguishing factor of small states is that the minister can be hands-on and involved.

Carol Anne Spreen revisited the idea of the teacher as a public intellectual and asked what schools of education are doing to educate teachers to become public intellectuals. She commented that at her

university there is a focus on content and pedagogy, but students are not interested in the social context and want to get jobs rather than change education. She asked how teacher training institutions could take on the role of training teachers to become advocates for themselves.

Marcia Stewart commented that there is a dialogue between functional education and higher education, the love for knowledge and reflective research. These dimensions of higher education have come under pressure as employers want people to have certain skills and competencies. There is a shift to simplify higher education from wanting broader knowledge.

Lucio Sia commented on the issue of bringing in unqualified teachers and pointed to the cases of Angola and Benin and the Democratic Republic of Congo. Angola was a war torn country and had limited resources, with their goal of universal primary education by 2015. They had to train 60,000 teachers and the average education and qualification of these teachers was six to eight years of primary education. They believed that they did not have a choice, and if you give the teachers chalk and a blackboard, they could teach. They did not have any training in pedagogy, but it was an emergency situation. Yet, the system persisted for years, even after the country was stabilised. Only two years ago did they decide that the contract teachers should be trained as it was undermining teachers' status and working conditions. In Benin, they had the same situation and they called in voluntary and community teachers, but the pay was different between one teacher and another. There was no career development or training. It was not good for the learners or the teachers themselves. Dr Keevy added that he had worked in Angola with ex-soldiers who had become teachers, and stated that the answer in the context of a war-torn country was not always straightforward.

Ntlantla Sebele commented that the role a teacher could make starts with the teacher himself. Not everyone can teach. The role model of the teacher used to be important, but teachers are no longer role models or well respected in the communities. Now, they come into the profession for a salary. He pointed out that we are modelling young minds to become citizens and teachers have a role to play to raise the bar of the status of teaching. People talk about teaching as the mother of all professions, but this is lip service as there is no commitment.

Simone de Cormarmond responded that for those countries that are members of international organisations, the role of international organisations is to direct and provide research based on evidence. As she put it, it is ultimately up to government to take on recommendations. Change also depends on the political will and commitment to change. As a founding member of FAWE, she was encouraged to come together with other ministers of education in Africa, to come together and do something for girls' education in Africa. FAWE is advocating policy changes and also is going out and demonstrating good practices in countries to take on board and replicate. This is only one small organisation in Africa.

Dennis Sinyolo responded to the mixed signals and mixed policy directions, sometimes contradictory, in the teaching profession. As an example, the World Bank and the IMF to some extend are promoting two policies that will have a negative impact. One is education efficiency, to do more with less. The same policy is saying to governments that you do not need to put more money into education, bring in unqualified teachers and pay them less. These two institutions are very powerful because they have money. The OECD is progressive in terms of trying to uplift the status of teachers, as compared to the IMF and the World Bank. UNICEF defends the right of children and has a lot of clout and funds, whilst UNESCO is supposed to be the UN agency leading in education. UNESCO has good ideas but is very weak, partly because they do not provide funding. In Mr Sinyolo's opinion, UNESCO needs to show international leadership and become stronger. There is also ADEA that sends mixed signals and the Commonwealth Secretariat that does not have the funds. The good news is that there is more momentum now talking about teachers. Recently the EFA high-level meeting decided to establish a task force on teachers, working on teachers. Right now there is momentum to seize the moment.

Dr Keevy summarised that teacher migration is a complex issue dependent on many factors, including geography, economic conditions, post-war situations, and that evidence-based research is a way to explore this.

Panel 2 – Teacher qualifications, recognition and comparability

The second panel was on the theme of teacher qualifications, recognition and comparability with two guiding questions:

1. How do teacher qualifications differ across the world?
2. How do South African teacher qualifications compare internationally?

Panellists for this session were Sadhana Manik, Samuel Isaacs, Lucio Sia, Sue Müller and Lesleyanne Hawthorne.

Lesleyanne Hawthorne commented that there is a lot of variability around teacher qualifications. All over the world, different countries and different regulatory bodies are making very different choices about these things when globalisation is forcing people to have more permeable systems. She added that global credential recognition agencies are watching developments in South Africa and deciding if they want to review that level of recognition. In the past, South Africans moving globally have had the most elite outcomes of any group, among those who were privileged in South Africa and moved to comparable systems. She added that it is also important to look at what is actually being compared, and asked: Are you looking at the similarity of content or are you talking about comparability of standards, rather than similarity? Are you looking at entry level, qualification, hours taught, or outcomes measured?

Sadhana Manik spoke about the migration of South Africans to the UK as an example. She interviewed principals in the United Kingdom who were very proud to have South African teachers at their schools and held them in high regard. Principals had also asked the teachers to return to South Africa and lead recruitment drives.

Lucio Sia added that qualifications differ across the world, and although there are common standards, the aims, focus, and results differ according to the system. He pointed out that there are regional standards and international standards, and we try and compare national standards with regional standards. Sia also added that South African standards have a good reputation and South African teachers are used to train other teachers.

Sue Müller addressed a point raised earlier by Jonathan Jansen: different institutions offer the same qualification and we must not make assumptions that because it is the same qualification it is the same standard. She added that there is disparity across Africa.

Samuel Isaacs added that the policy for the registration of qualifications in South Africa requires that all qualifications are internationally comparable. In the standard setting process, this is taken into account, but in the quality assurance process there can be variability and volatility. He added that the social use of qualifications is an important issue that is not examined in depth. As Isaacs explained, intuitively it would appear that there are certain race groups that have a privileged education and they are the ones that find it easy to move across borders. Yet, this is not true of everyone. In a sense, people are picking and choosing from specific universities and locations. Isaacs added that we need to get to the stage where we rely less on trust networks and more on the institutional structures of the country.

Lesleyanne Hawthorne revisited the issue of regional agreements, which she argued needs to be researched in depth. She pointed out that trade drives a lot of regional agreements, with people added later to the trade package. There is pressure from governments for mutual recognition in skilled areas to be given as part of the process. Second, even when trade pressures do not drive regional agreements, qualification recognition can be part of a multilateral agreement. In the EU in the field of medicine, the British Medical Council now gives automatic recognition to eastern European medical qualifications knowing that they will do poorly on the examinations, given the differences in education systems. At the same time, they are forced to treat Commonwealth members, who have similar training and languages, as third country nationals. Dr Keevy added that there are different levels of qualification recognition and we determine what level we are working towards.

Louis van der Westhuizen reflected that there is agreement among delegates at the symposium that we need qualified teachers, but there is a reality in South Africa and in Africa in general where there are schools where children are sitting under a tree without necessary facilities and without a qualified teacher. There is tension between reality and the responsibility of the government to assure quality education. For example, if the University of the Free State presents a qualification at the end of graduation, the university must assure the quality of the qualification; a student developed certain skills, acquired knowledge, is able to get a job and can do the job. As Dr van der Westhuizen put it, the same is true in the school system. Schools need to ensure that the learner achieves a certain level. He asked: how can we meet the tension between the reality and the responsibility?
Francis Faller made two remarks as a provider of teaching qualifications at a university. Currently, the only initial teacher training qualification in South Africa is a four-year degree. The university has to ensure that the reputation of a four-year teaching qualification is comparable to any other professional four-year qualification, otherwise it is perceived as an inferior qualification and education is perceived as an inferior profession. Second, one gets a contradictory tension in the nature and purpose of a teacher qualification. Faller referred to a recent article that stated that teacher qualifications are useless as they do not allow people to walk into the classroom immediately and apply their learned knowledge. The national review, conducted by the Council on Higher Education, criticised the majority of qualifications in the country for lacking conceptual and theoretical frameworks that can be applied in multidimensional contexts. Faller is opposed to the idea that the goal is to produce a functioning person who, without further thought or induction, can slot into a mechanism and fixed curriculum. He asked: what happens when the methods and curriculum change? How can we as providers of teacher education respond to these challenges, given that the same national review had entirely different outcomes?

Samuel Isaacs agreed that it is very unfair to expect a teacher to come out of a four-year teacher qualification and be able to teach in the classroom. As he put it, this is not expected of chartered accountants, who then go onto further training and exams before they can practise. Similarly, all engineers cannot go out and practise immediately after their four-year degree and are required to do a pupillage. In Isaacs' view, there is a way you can have in-depth concepts in the four-year teaching and couple this with a proper induction to go forward. He suggested that we may want to consider another category of teaching categories, but this is an issue that the profession should decide. If only certain people with a four-year qualification can teach, we may be short-sighted. Engineers, accountants, nurses and solicitors have concluded that you cannot rely on only one type of professional and there may be an argument that we have to look at other types for teaching. Dr Keevy added that teacher preparation is also important and relevant to teacher status.

Sue Müller added that we may be making assumptions about qualifications and how they relate to learning, and how they relate to what people do. She commented that is dangerous to make these assumptions in importing and exporting teachers. In her view, it is still worth looking at quality and ensuring that the qualification is relevant. There is a difference between the assumptions we make about qualifications and learning. Dr Keevy added that we are taking the easiest route for comparison.

Heidi Bolton said that there are theoretical frameworks at sufficient levels of abstraction to give teachers additional agency. There are issues, for example, in addressing discipline in teacher training, given different views towards discipline and some countries that used corporal punishment until recently.

Samuel Isaacs addressed the issue of the responsibility of the teaching institution awarding a qualification. In South Africa, as he described, the Council on Higher Education has done a good job with the institutional audit and with their programme reviews and added that this is a good place to start to hold institutions accountable for quality. In South Africa, there are not a lot of longitudinal studies to look at what happens when a student leaves or their profession of choice. If more longitudinal research were carried out, it would be easier to look at institutions. In Isaacs' view, it is immoral to put out sub-standard qualifications.

Carol Anne Spreen highlighted the importance of thinking about teacher professionalisation and the political context of paraprofessionals. As she put it, we are bringing them in to achieve a political aim,

with alternative routes undermining the system. Both Dr Spreen and Dr Keevy remarked that talking about the importance of teachers requires drawing a line, given the current tension around the use of paraprofessionals. Samuel Isaacs added that a proper debate is needed before drawing the line to discuss what settings would or would not work. Heidi Bolton responded that institutions are at different levels in the debate and that we need to see ourselves as pedagogues and work together. Sue Müller added that we also need to enable people to cross the line, and understand what SAQA is doing to help professionals and educators cross that line.

Sadhana Manik raised a distinction between developed and developing countries. She added that whilst research is in great demand there, there needs to be a push to recognise qualifications. A bachelor's degree in teaching from South Africa is not recognised in the UK. Dr Degazon-Johnson commented that SAQA has done work on the transferability and comparability of teachers' qualifications frameworks across the Commonwealth. She clarified that if a teacher does not study in the UK and achieve a degree from the UK, then the teacher is not recognised as a qualified teacher. On this basis, it gives schools the right not to pay overseas trained teachers the higher rate of UK trained and qualified teachers. Dr Degazon-Johnson also urged South Africa to be aware of what is happening through recruiters and recruitment agencies. Recruiters treat white South African teachers differently, and black South African teachers are treated the worst. Whilst some are having good experiences, there are some that are being exploited. Dr Degazon-Johnson also informed attendees that the African Ministers of Education met last year and committed to stopping the practice of recruiting unqualified teachers to the classrooms of Africa, and also to training those who were unqualified in Africa. This is part of the Bamako Statement (2009).

Francis Faller clarified his support for a 'one class, one teacher' model, but also appreciates the different class sizes ranging from 25 to 105. The teacher is assumed to be responsible for all of the tasks, and he questioned if the addition of another type of teacher would enhance rather than reduce the status of the teacher by providing more services to the learners.

Kimberly Ochs raised the issue of balancing qualifications with the labour market demand. She asked if teaching is in fact a long-term profession, how can we think about what a teacher could do at the different stages of his or her career?

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Appendices

1. Symposium Programme

Tuesday, 23 March 2010

Formal dinner, official opening and launch of the Commonwealth Secretariat publication *Fair Trade for Teachers* for all participants at 'The Willows'
Hosted by the University of the Free State and chaired by Dr Louis van der Westhuizen, University of the Free State

6:30 – 9:30 pm	***Dinner***
	1. Welcome Remarks – Samuel Isaacs – South African Qualifications Authority, CEO
	2. Commonwealth Message – Mme Simone de Cormarmond, Chairperson, Commonwealth Foundation
	3. Authors' Response – Dr James Keevy, South African Qualifications Authority, International Liaison and Professor Jonathan Jansen, Rector, University of the Free State

Symposium – Day One
Wednesday, 24 March 2010

9:00 – 10:00 am	***Session 1.*** Keynote Address Chair: ***Mme Simone de Cormarmond***, Chairperson, Commonwealth Foundation and former Minister of Education, Seychelles
	1. Commonwealth Welcome and Message – Dr Roli Degazon-Johnson, Education Advisor, Commonwealth Secretariat
	2. Introduction of Keynote Speaker – Dr James Keevy, South African Qualifications Authority
	3. Keynote Address – Professor Jonathan Jansen, Rector, University of the Free State
	4. Response – Dr Carol Anne Spreen, University of Virginia
	Discussion and deliberations
10:00 – 10:45 am	Coffee and Press Conference
10:45 – 12:30 pm	***Session 2.*** Researching teacher professionalism and status: the South and Southern African context ***Chair:*** Professor Jonathan Jansen, Rector, University of the Free State
	1. Promoting teacher recognition and status in South Africa – Dr Diane Parker, Department of Higher Education and Training, South Africa
	2. Transnational migration, gender and teacher status – Dr Sadhana Manik, University of KwaZulu-Natal
	3. The role of the South African Qualifications Authority in the professional qualifications and research context: New opportunities for South African

	teachers and the South African Council of Educators (SACE) to further improve the professional status of teachers – Samuel Isaacs, Chief Executive Officer, SAQA
	Discussion and deliberations
12:30 – 1:30 pm	Lunch hosted by SAQA
1:30 – 4:30 pm	***Session 3.*** The Commonwealth teacher experience with professional status and recognition in the context of international teacher mobility ***Chair:*** Dennis Sinyolo, Education International
	1. Researching Commonwealth teacher qualifications: some country cases – Professor Lesleyanne Hawthorne, University of Melbourne
	2. One Teacher's Story – Personal Agency and Professional Development and Status in Commonwealth Teacher Migration – Dr Roli Degazon-Johnson, Education Adviser, Commonwealth Secretariat and Dr Gloysis Mayers, Zayed University
	Discussion and Interventions
	3. Economics and Education: Labour markets and human capital development in small states – Constance Vigilance, Economic Affairs Division, Commonwealth Secretariat
	Discussion and deliberations
6: 30 pm	Dinner hosted by the Commonwealth Secretariat

Symposium – Day Two
Thursday, 25 March 2010

8:30 – 9:00 am	Review of Day One – Dr James Keevy, SAQA
9:00 – 10:00 am	***Session 4.*** Research initiatives in international teacher professional recognition, qualifications and quality assurance ***Chair:*** Ambassador Michael Omolewa, Former Permanent Delegate of Nigeria to UNESCO
	1. Quality assurance and professional qualifications: the role of UNESCO – Lucio Sia, Teacher Education Section, UNESCO
	2. Addressing the harmonisation of teacher qualifications in the Caribbean region – Dr Morella Joseph, CARICOM Task Force on Teacher Professional Development
	3. Importing educators: causes and consequences of international teacher recruitment – Shannon Lederer, American Federation of Teachers
	Discussion and deliberations
10:30 – 11:00 am	Coffee
11:00 – 1:00 pm	***Session 5.*** 'Fish bowl' forum theme: Teachers and the future in addressing professional recognition, status and qualifications ***Chair:*** Dr James Keevy with special guests including faculty and students from the University of the Free State, University of Free State Scaena Theatre

1:00 – 2:00 pm	Lunch hosted by SAQA
2:00 – 3:00 pm	Summary of and discussion of 'fish bowl' forum and release of the Symposium Statement 2010
3:30 pm	Conclusion of Symposium
4:30 pm	Visit to Anglo-Boer War Museum

2. List of Delegates

5TH COMMONWEALTH TEACHER RESEARCH SYMPOSIUM HOSTED BY THE SOUTH AFRICAN QUALIFICATIONS AUTHORITY AND THE UNIVERSITY OF THE FREE STATE, BLOEMFONTEIN, SOUTH AFRICA, 23- 25 MARCH 2010

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