

# International Mobility and Migration of Teachers: Brain Gain, Waste or Loss?

Report of the Second Commonwealth  
Teacher Research Symposium

*Presented by the*  
Commonwealth Secretariat

*in collaboration with*  
The National Union of Teachers (UK)  
and the Commonwealth Teachers Group

Woodstock House, Long Ditton, Surrey  
21 March 2007

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COMMONWEALTH SECRETARIAT

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# Executive Summary

On 21 March 2007 a one-day research symposium was hosted by the Commonwealth Secretariat, with support from the UK National Union of Teachers (NUT), to discuss the international recruitment and migration of teachers. The meeting followed an earlier symposium held in May 2006. As stated in the *Commonwealth Teacher Recruitment Protocol*:

*The Commonwealth shall, in collaboration with international organisations such as the ILO and UNESCO, seek to promote this protocol as an international standard of best practice in organised teacher recruitment.* Para. 7.4

The symposium broke new ground in expanding the dialogue to address the role played by other Organisation for Economic Co-operation and Development (OECD) countries, including member states of the European Union (EU).

It brought together representatives of the Education Section and Economics Affairs Division of the Commonwealth Secretariat, the International Labour Organization (ILO), the Organization of American States (OAS), the OECD, the NUT, the South African Qualifications Authority (SAQA), the Consortium for Education in the Commonwealth, the Commonwealth Policy Studies Unit (CPSU) and academics from the London School of Economics and Political Science (LSE) and the University of Maryland in the United States. All these partners are looking at teaching and the teaching profession globally, and examining the impact of international migration on teaching and education systems. The symposium was designed to encourage discussion and participation, sharing research, thoughts and reflections on teachers and the teaching profession across the world. Of particular interest to the Secretariat is the continued implementation and dissemination of the *Commonwealth Teacher Recruitment Protocol* adopted by all 53 Commonwealth member states in September 2004. The purpose of the *Protocol* is to:

*... balance the rights of teachers to migrate internationally, on a temporary or permanent basis, against the need to protect the integrity of national education systems, and to prevent the exploitation of the scarce human resources of poor countries.* Para. 2.3.1

Following an introduction and welcome address from Roli Degazon-Johnson, Adviser in the Education Section of the Commonwealth Secretariat, five panels were convened to address the following issues:

- Teacher issues and concerns in Europe and the Commonwealth;
- Insights into current research on the teaching force, migration of teachers and recruitment in OECD and Commonwealth member countries;
- The status of teacher qualifications, recognition and professional registration in OECD and Commonwealth member countries;
- Professional development, brain gain, brain waste and their implications for OECD and Commonwealth member countries;
- The 16th Commonwealth Conference of Education Ministers communiqué, the

\*See Appendix A for the full text of the *Commonwealth Teacher Recruitment Protocol*.

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ILO/UNESCO Status of Teachers Recommendations, the *Commonwealth Teacher Recruitment Protocol* and the way forward.

An open discussion followed each panel, in which participants contributed comments, examples and concerns related to the issues on the agenda.

The first panel, chaired by Kimberly Ochs, TH Marshall Fellow at the LSE, included presentations by Tracey Burns from the OECD Centre for Research and Innovation (CERI) and William Ratterree, Principal Education Sector Specialist at the ILO. Dr Burns first provided an overview of work within the OECD, and more specifically of CERI. Focusing on the OECD's annual report, *Education at a Glance*, she reviewed in detail some of the indicators used by the OECD in large-scale international comparative studies of the teaching profession and summarised their results. She went on to present CERI's What Works project and the international Youth Empowerment Partnership Programme (YEPP), which re based on the findings of this research. Mr Ratterree presented an overview of the recommendations of the joint ILO/UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel (CEART), which includes teachers up to the level of higher education. CEART expressed concerns over teacher training and the appropriate knowledge and skills that teachers will require to meet the needs of school and society, with increasing globalisation, the changing world of work and use of information and communications technology (ICT). Other issues raised by CEART include teachers' career prospects, salaries and remuneration, and gender disparity within the profession.

The second panel, chaired by William Ratterree, addressed current research on the teaching force across OECD and Commonwealth member countries. It included presentations by Roli Degazon-Johnson of the Commonwealth Secretariat, Ben Jensen of the OECD's Indicators and Analysis Division and Paul Miller, a teacher from Jamaica working in the UK. Dr Degazon-Johnson began by presenting results from two studies commissioned by the Commonwealth Secretariat. The first, a qualitative study of 66 Commonwealth teachers, was carried out by the Unit for Educational Research and Evaluation at the University of Bradford and was led by Professor Ivan Reid. It revealed the significant classroom experience that recruited teachers brought to their destination countries, while contributing to 'brain drain' at home. Push and pull factors of migration were identified, including the reasons behind forced migration that are of particular interest to the Commonwealth Secretariat. Another finding was the lack of awareness of the *Commonwealth Teacher Recruitment Protocol* among recruited teachers.

The second study, co-authored by Roli Degazon-Johnson and Richard Bourne, included data from 17 Commonwealth countries' Ministries of Education which looked at teacher demand, supply and turnover. Mr Jensen presented the Teaching and Learning International Survey (TALIS), including the methodology, research questions and findings of the pilot study. The survey design comprises a cycle of surveys, which will be conducted in late 2007 and early 2008. The report is scheduled to be published in 2009. Finally, Dr Miller described his personal experience and presented findings from his study on the experiences of foreign teachers working in the UK. The presentation included an overview of the training routes to teaching in the UK and issues related to the lack of international qualification equivalences or assessments.

The third panel, chaired by Peter Williams of the Consortium for Education in the Commonwealth, explored teacher status, qualifications and professional registration in OECD and Commonwealth member countries. James Kevvy of SAQA provided an

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overview of SAQA's 2006 study investigating the extent to which teacher qualifications and professional registration are recognised and transferable across Commonwealth countries. These findings were presented at the 16th Conference of Commonwealth Education Ministers in December 2006. The fundamental question put forward in Dr Keevy's presentation was how to best manage migration, 'maximising the benefits and minimising the costs', given the projected growth of international migration of skilled workers. His presentation concluded with several policy recommendations that had been put forward to Education Ministers. David Edwards of the OAS reviewed the Caribbean's proposed *Harmonization and Teacher Policy Framework*, addressing the expectations of teachers, their competencies and attitudes. He also reviewed the selection criteria for teacher preparation and teaching across the Caribbean and pointed to research studies which discussed the impact of teacher migration on Caribbean countries. Finally, Kimberly Ochs presented the example of Germany in discussing intra-EU teacher migration. She also referred to the recent UN inspection of Germany's education system with respect to the human rights of migrant children and the impact of migration on the education system.

The fourth panel, chaired by Ambassador Edwin Laurent of the Economic Affairs Division of the Commonwealth Secretariat, addressed professional development, brain gain, brain waste and implications across the OECD and Commonwealth. John Bangs of the NUT Commonwealth Teachers Grouping presented the results of an NUT study on continuous professional development (CPD) provision across the Commonwealth and teachers' attitudes towards migration. Professor Carol Anne Spreen of the University of Maryland provided insights and reflections on the situation of teacher training, recruitment and deployment of teachers in the USA. She addressed specific challenges faced by the federal education system and the implications of the overarching US national educational policy 'No Child Left Behind'. Finally, Francisco Benavides of CERI presented an overview of CERI projects, which follow from the 'Teachers Matter' recommendations. This included an introduction to the Emerging Models of Learning, New Millennium Learners' and Teacher Training for Diversity projects.

The fifth and final panel included closing remarks by the chair, Richard Bourne, Roli Degazon-Johnson, William Ratterree and Kimberly Ochs, providing brief summary statements as an introduction to an open discussion.

The following key issues were highlighted during the symposium by the panellists and participants:

- Across OECD and Commonwealth member states there is a general lack of awareness of the *Commonwealth Teacher Recruitment Protocol*. A partnership approach – involving stakeholders, national Education Ministries, international organisations, recruitment agencies and teachers themselves – is needed to raise awareness in conjunction with its further implementation and the *Action Plan* set out by Commonwealth member states in the run-up to the 17th Commonwealth Conference of Education Ministers (17CCEM), which will take place in 2009 in Malaysia.
- The ILO, OECD, OAS and Commonwealth Secretariat all raised the issue of the changing nature of the teaching profession and the need to readdress teacher training, remuneration (beyond the issue of salaries) and expectations. With the current international focus on universal primary education (UPE) and Education for All, it is also essential to pay attention to the need for teachers at secondary school level.

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- The lack of qualifications frameworks both within and across countries remains a barrier to the effective and efficient deployment of teachers and to the provision of attractive, long-term career prospects that acknowledge and reward teachers' expertise and skills development. The lack of professional registration systems makes it more difficult to plan and monitor teacher movement and deployment effectively, both within countries and across borders. At the national level, the situation is complicated by the gaps between pre-service and in-service training.
  - There is reason to revisit and/or carefully examine some of the traditional indicators used in comparative educational research, particularly with regard to teachers' salaries and remuneration and class sizes. Underlying and related policy initiatives, such as IMF caps on teachers' salaries and hiring, should be considered in conjunction with these indicators.
  - Further research is needed to understand the role of ICT in the classroom, how students learn, the needs of students and how educational quality can be measured. Assumptions about some of these topics are driving teacher supply and demand curves, which may in fact need to be revisited.

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# Welcome and Introduction

The symposium was held at Woodstock House, Long Ditton, Surrey, UK on 21 March 2007. A welcome address was delivered by Roli Degazon-Johnson, of the Education Section of the Commonwealth Secretariat. She highlighted the following themes and introduced some of the key issues to be discussed.

- The symposium brought together global partners looking at teaching and the teaching profession worldwide, including the Organization of American States, Organisation for Economic Co-operation and Development, International Labour Organization and the UK National Union of Teachers, which had sponsored the symposium.
- The symposium could be viewed as a 'voyage of discovery' to discuss the role of the teacher and to test the null hypothesis that the teacher is a disappearing species.
- The symposium followed a meeting that took place in May 2006 at Woodstock House to discuss the recruitment, retention and status of teachers across the Commonwealth. Last year's meeting included some of today's participants, including David Edwards (OAS), James Keevy (SAQA), Peter Williams (Consortium of Commonwealth Teachers) and Kimberly Ochs (LSE). Since that time, more partners had begun to look at these issues and had joined this voyage of discovery.
- There was a need to focus on the issue of teachers, their role in development and what this meant for the world in terms of teacher retention and teachers' professional development.
- The *Commonwealth Teacher Recruitment Protocol* (2004) was now available in three languages, English, French, and Portuguese. As Richard Bourne wrote in an article entitled 'The Commonwealth: Problem Solving in Our Globalized Era':

*The political work of education ministers and the Secretariat was backed up by consistent interest from Commonwealth teachers, and by technical research by the Secretariat,<sup>1</sup> the University of Nottingham<sup>2</sup> and the University of Bradford.<sup>3</sup> Ministers in Cape Town [at the 16th Commonwealth Conference of Education Ministers] agreed to review the progress of the Protocol, and to see whether it needs amending. But as an example of what the Commonwealth today can do, on a cutting-edge issue, the Teacher Recruitment Protocol is exemplary.*

Bourne, 2007: 35

Dr Degazon-Johnson said that the structure of the symposium was designed to encourage discussion and participation, and to share and disseminate the participants' thoughts and reflections on teachers and the teaching profession across the world.

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## Session 1

# Teacher Issues and Concerns in Europe and the Commonwealth

The first session was chaired by Kimberly Ochs. Presentations were given by Tracey Burns and William Ratterree, followed by a question and answer session.

Dr Burns's presentation provided an overview of the OECD's analysis of the careers of teachers. The OECD's work on this issue falls into five main areas:

1. Its yearly publication, *Education at a Glance*,<sup>4</sup> a chapter of which discusses the learning environment and organisation of schools;
2. What Works: Formative Assessment;<sup>5</sup>
3. The Youth Empowerment Partnership Programme<sup>6</sup> for formal and informal learning;
4. The Teaching and Learning International Survey; and
5. The recent publication *Teachers Matter: Attracting, Developing and Retaining Effective Teachers*. Other initiatives include Teacher Training for Diversity, Emerging Models of Learning and New Millennium Learners.

The presentation reviewed in detail the first three of the OECD initiatives.

*Education at a Glance* reports on hundreds of educational indicators across OECD member countries. Indicators relevant to teachers' careers include teachers' salaries, teaching time and working time, and perceptions of teachers and training. The OECD is in the process of developing additional indicators to measure this dimension. With respect to teacher salaries, *Education at a Glance* reported that:

- Between 1996 and 2003, teachers' salaries have risen in real terms in virtually all countries. The largest increases were in Hungary and Mexico.
- Upper secondary school teachers' salaries per teaching hour exceed those of primary school teachers by, on average, approximately 40%. Differences are less than 5% in New Zealand, Poland, Slovak Republic and the USA. They are more than 80% in countries where the difference between teaching time in primary and secondary education is the greatest – the Netherlands and Spain.
- There are large variations in the time taken to reach the top of the teachers' salary scale. In some countries, it only takes teachers in lower secondary schools between seven and nine years to reach the top of the scale (for example in Australia, England, Denmark, New Zealand and Scotland). In other countries, it takes teachers more than 30 years of service to reach the top of the scale (Austria, Czech Republic, France, Greece, Hungary, Italy, Japan, Korea, Spain and Slovak Republic).
- Salaries at the top of the scale (in both primary and secondary schools) are on average 70% higher than starting teachers' salaries, although they are no more than 30% higher in Denmark, Finland, Germany, Iceland and Norway. In other countries, at the lower secondary level, top salaries are more than double starting salaries (Austria, Japan, Korea, Mexico and Portugal). One important

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consideration is the length of time needed to reach the top of the salary scale, which may be between seven and nine years in some countries and 30 years in others.

- Annual teaching time varies considerably across countries. In Denmark teachers teach for 42 weeks per year, but for only three hours per day. In the USA teachers teach for 36 weeks, but for six hours per day.
- Another indicator used in the OECD analysis is the ratio of statutory salaries after 15 years of experience to GDP per capita for teachers in lower secondary education. 2003 data showed that there are two countries with ratios of over 2 (Korea and Mexico) and only five countries where the ratio was lower than 1 (Hungary, Norway, Poland, Iceland and Slovak Republic).

Dr Burns also mentioned several new indicators that the OECD was using in its research to measure dimensions of: evaluation and accountability (with reference to system level school evaluation policies/practices); aspects of teachers' jobs and their contractual arrangements (including days of annual leave, duration of probationary period, and permanent/tenure and fixed-term contracts); and equity policies, which are still being developed. A concern has arisen about the availability of data, given that these are new indicators.

What Works was the second project presented, in relation to formative assessment. Prior OECD research indicated that there had been considerable gains in educational achievement. This CERI project examines improved student achievement (including that of disadvantaged students) and the development of students' skills in 'learning to learn'. Barriers to practice include perceived tensions between high-visibility tests used for accountability purposes and the lack of coherence between assessment and evaluation at both the levels of the student and the school system. Data collected in literature reviews in each of the countries under study were factored into the analysis.

The Youth Empowerment Partnership Programme aims to empower youth, create conditions for the promotion of social inclusion and influence policy at national and international level. YEPP uses partnerships to maximise its impact on formal and information education, as well as community building. It is funded by a partnership of foundations and operates in six countries (Belgium, Bosnia, Finland, Germany, Ireland and Italy).

YEPP focuses on students at risk in a variety of contexts, including inner cities (usually characterised by low-income, high unemployment, low educational attainment and highly heterogeneous populations), semi-urban areas (characterised by high unemployment and a lack of role models to deal with post-conflict trauma) and rural areas, where there is a lack of employment and educational options for youth and a homogeneous population.

Mr Ratterree began by reviewing the recommendations of the 2006 meeting of the joint ILO/UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel for teachers up to the level of higher education. A separate study, conducted jointly with UNESCO, addresses teaching within higher education. With respect to initial and continuing teacher training, the committee observed fragmented policies and no links between pre-service and in-service training. Teacher education requirements, including those for technical and vocational education, are of particular concern, but are not often reflected in educational planning and budgeting. The committee expressed concerns over teachers' appropriate

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knowledge and skills required to meet the new needs of school and society in the context of increasing globalisation, the use (or lack) of ICT and the changing world of work.

CEART also concluded that countries continue to lack systematic induction programmes for new teachers, although this is less of a challenge in OECD countries, where there has been a focus on this issue over the last 10–15 years. There is also a failure to make adequate provision for the professional development of teacher educators. The content of teacher training programmes does not focus adequately on issues that many international bodies have been advocating for learner-centred education, including reflective practice, active learning, innovation and creativity, and partnership building.

Another concern of CEART is teachers' career prospects. Teacher shortages remain a major issue in education across the world, particularly in remote and high-risk areas. A general issue throughout developed countries is that teachers feel their work is undervalued. The ILO stresses the comparability of salaries across similar qualifications, including the training required, rather than a comparison of average salaries across a region. Mr Ratterree added that the area of salary comparison is one that requires more work, particularly to establish comparability across nations. Research has shown that there is a high-risk period between the third and seventh year of teaching, where many choose to opt out of the profession. Several countries, including large industrialised countries, have high attrition rates, especially where teachers experience poor working environments, largely due to high workloads. This is different from hours of work, which have not changed significantly over the years. The nature of the work, however, has changed and has created more stress for teachers, particularly arising from violence, verbal abuse and disciplinary issues.

Pupil–teacher ratios have declined in most countries, but large class sizes continue to impede the achievement of Education for All in developing countries. The recommendations do not, however, specify appropriate class sizes, but say only that they should be appropriate for learning. Violence in school has become a significant impediment to quality education.

Mr Ratterree reported that in a significant number of countries, teacher salaries are not comparable with those paid in other skilled occupations of an equivalent professional or even lower occupational level. This leads to difficulties in recruiting highly qualified individuals. The recent work of the OECD and ILO has shown that while the concept of merit-based pay is becoming more attractive to some policy-makers and researchers, it is not justified at an individual level in terms of attracting and retaining teachers. Individual merit pay also has negative effects on teamwork and school administration.

Gender disparity remains an issue and there continues to be a need to recruit women teachers, particularly at higher levels and in subject areas that were previously considered male domains, such as physics and mathematics. Throughout the developing world and in OECD countries there is a lack of male teachers at the primary and early childhood levels. At the same time women are still under-represented in leadership and management positions in schools and higher education institutions, although this is changing.

An ILO study of the EU identified different trends in teacher mobility and recruitment from those found in some of the previous pan-Commonwealth studies. Within the EU, there will be no overall teacher shortages within the next 8–10 years unless policies change on class sizes or pupil–teacher ratios. In addition, provided that European countries are able to maintain recent positive net inflows of teachers who

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are over 30 years old, who enter the profession through alternative training programmes or different access points, or return having opted out earlier in their careers, these are likely to offset losses caused by retirement. But shortages are likely in certain subjects and localities. It is unlikely that any deficits will be made up through intra-EU migration, given language barriers.

In conclusion, Mr Ratterree pointed out two major issues for further attention. The first is the need to concentrate more on initial teacher education and training, given that the labour market has become much more specialised. The second is the need to improve national forecasting to be able to predict teacher supply and demand more accurately.

## Discussion

Several participants, including Mr Jensen, recognised the limitations of the indicator of salaries in relation to GDP. If, for example, families are larger in some countries, the teacher's salary may not be able to support a household. Household income was suggested as an alternative indicator.

The need to make a distinction between teaching hours and working hours was raised by Mr Edwards, who mentioned research by the World Bank which found that if a teacher's salary was based on actual teaching hours, teachers in the Americas are actually overpaid. Mr Jensen referred people to the OECD's report, *Education at a Glance*, which explains in detail the research methodology, metrics and definitions used in the organisation's international studies of these measures. Mr Ratterree added that the ILO is currently working on its own studies and data.

Mr Ratterree commented that some of the studies on which the CEART recommendations were based are dated. In general, except for in Italy and Slovakia, the ILO does not foresee any shortfall in teachers, given the demand. This could be explained partly by declining birth rates and alternative programmes, such as alternative training methods and fast-track programmes that have been adopted in many EU and OECD countries. At the same time, there is pressure to make improvements in class sizes and teacher-pupil ratios, which are often used as benchmarks in international studies. These data are easier to obtain, but according to Mr Ratterree the real measurement is how many pupils a teacher has to teach at a given time, which affects quality of learning. If countries continue to encourage policy adjustments on class sizes, there might be a potential impact on teacher supply and demand. But current forecasts indicate that there will no significant movement of teachers within Europe, given language issues. Dr Degazon-Johnson commented on the very different picture across the English-speaking Commonwealth, and the disparity between teacher ratios and teacher shortages. She added that with the focus on universal primary education, there would also be a greater need for secondary school teachers.

Dr Spreen raised the issue of pedagogy and ICT in the classroom. Mr Ratterree responded by saying that far more resources are put into equipment and hardware, instead of into training. Generally speaking, teachers are not allocated adequate time in the school day work schedule to refine pedagogy or make innovations. This was often a forgotten point in policy development: time needs to be allocated for training. Work hours within schools could be rearranged to allow teachers time to plan with colleagues, work on teamwork issues or engage in peer review. In addition, teachers tend not to be involved in the policy planning process; this is a fundamental issue, on which the CEART focused. ICT has generally been a black hole, with little involvement from teachers in planning and addressing the needs of pupils. Dr Spreen

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said that there is a need to consider global skills, and what may be needed across countries and proposed by international policy-makers. Mr Ratterree agreed that there is a need to look at how teachers' voices are being integrated into the evaluation process and how resources can be redistributed.

Regarding teacher salaries, Mr Ratterree said that merit-based pay is not necessarily a bad thing, but there are challenges. It was difficult to have an objective assessment of 'a very skilled teacher' and his/her outputs, and difficult to adjust for outputs in the teaching process. When merit pay focuses on a few individuals, it tends to break down the teamwork environment. He said that whole school merit pay had been tried in some countries – with mixed success. It might be better than individual pay, when it was done in tandem with teachers and the teacher unions, after consultation and negotiation rather than being imposed.

Professor Williams raised the issue of the difficulty of attracting teachers to rural areas and policies that need to be adopted to attract qualified teachers there. Mr Ratterree agreed that there was a need to adopt policies, but said that one of the challenges is that government budgets have been cut back so there are fewer tools to do this. In general, there has not been much study on the details of this at national level.

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## Session 2

# The Teaching Force, Migration and Recruitment in OECD and Commonwealth Countries

The second panel discussion was chaired by William Ratterree. Presentations were given by Roli Degazon-Johnson, Ben Jensen and Paul Miller. A brief discussion followed.

Dr Degazon-Johnson presented an overview of two recent research studies conducted in relation to the *Commonwealth Teacher Recruitment Protocol*. The first part of her presentation highlighted findings from a qualitative study conducted in 2006 by the University of Bradford, *Commonwealth Teachers Speak. A Study of Experiences of Teachers Recruited in the Commonwealth*.<sup>7</sup> The second study, *Report on Future Actions requested by the Ministers of Education in the Commonwealth Teacher Recruitment Protocol*, was more quantitative. The context of both studies was the concern about the recruitment and migration of teachers, together with the greater trend of migration by highly skilled workers throughout the world.

In early 2006, the Unit for Educational Research and Evaluation at the University of Bradford, with the support of the Commonwealth Secretariat, undertook a qualitative study of 66 teachers in seven countries, all of whom were Commonwealth citizens recruited to work abroad. The questionnaire was designed by the University of Bradford, which worked in partnership with the Commonwealth Teachers Group and the NUT to identify teachers who would take part in the study. The 66 participants were identified by eight teachers' unions in seven countries: South Africa (12); Australia (6); New Zealand (14); United Kingdom (12); Botswana (12); Canada (5); and the USA (5). The unions in both the US and Canada claimed that they could find no more than five recruited teachers. As Dr Degazon-Johnson pointed out, this was a signal that the teachers' unions in the USA and Canada were not well connected to international teachers and the recruitment process, whereas other unions could have put forward more than 12 teachers for the study.

Fifty-two per cent of the teachers identified and interviewed were female and 48% male, although there was some variation across the participating countries. In most countries, teaching is predominantly a female profession, but in this study more men were represented. All five of the teachers interviewed in the USA were female, and a clear majority of those interviewed in Australia and Canada were women.

Twenty-three per cent of the recruited teachers had had previous primary school experiences, 58% secondary and 15% both primary and secondary. Only two teachers had not taught in classrooms prior to recruitment and one had lectured. Most of the recruited teachers had many years of experience, ten years on average. In other words, these were not stereotypical young teachers who were moving around early in their careers. The average experience for South Africa was much lower, at five years, and there were cases in Canada and the USA where teachers had had no prior teaching experience. Seventy-four per cent of the recruits had held subject co-ordinator or head of department posts, including four deputy heads and two heads/principals of schools.

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Teachers had taught a range of subjects before their recruitment and there were big country differences. Mathematics, science and English were the subjects taught by 50% of the non-primary teachers. Half the teachers recruited from Botswana had taught art, whereas two-thirds of the teachers recruited from South Africa had taught mathematics and/or science.

Teachers reported both push and pull factors behind their migration. Pull factors included seeking a new experience or challenge; following or having a partner/spouse; the future of their children; seeking further education; or being attracted to the host country in order to travel. Push factors included forced migration, such as the political/violent situation at home (particularly for South African teachers); lack of economic security; and, for only one teacher, a shortage of jobs at home. Lack of teaching jobs in the country of origin was generally not an issue, but rather the requirements of the job and what the job provided. Forced migration is of particular interest to the Commonwealth Secretariat. One in six teachers mentioned political violence in the home country as a reason for going overseas. Dr Degazon-Johnson highlighted recent information on the plight of Fijian teachers in particular, who are currently forced to look for jobs in New Zealand.

Sixteen different recruitment agencies were identified in the study. Half the teachers in the study said that they had either migrated themselves or been recruited by family or friends. Twenty-four per cent had answered an advertisement and only 10% said they had used a recruitment agency. Commonwealth teachers were not required to pay recruitment agency fees, whereas teachers recruited to the USA reported having paid approximately \$4,000–5,000 to cover the costs of arranging the contract, travel and accommodation. Teachers from Botswana reported the most positive experiences with the recruitment process. In the UK, many teachers were recruited as supply teachers and compared with other recruits were dissatisfied with their new positions.

Only five of the 66 teachers interviewed had heard of the *Commonwealth Teacher Recruitment Protocol* and only three had read it. This was in spite of the fact that the *Protocol* was published in 2004 after nearly all of the teachers had been recruited. As stated in the report (Reid, 2006: 23):

*It is clear from this research and from the emergent issues raised in this section that this protocol is both highly desirable and timely. Where appropriately implemented it would regularise the process of recruitment and enable recruited teachers to avoid some of the unfortunate experiences recounted in their interviews. The responses to the protocol by recruited teachers teaching in South Africa recorded in this study indicate that it will be extremely attractive and highly valued by those who follow them to teach in a country other than their own.*

Dr Degazon-Johnson highlighted the key concerns revealed in the Bradford study. First were the poor prospects for promotion. Half the recruited teachers had held teaching posts above that of assistant teacher before migrating, but only 15% held a similar position as their first appointment in their host country. The majority of professional movement was not upwards but sideways; many teachers felt they were at a disadvantage compared to local teachers. One significant barrier is the qualification assessment process. In the UK, all 12 of the recruited teachers were viewed as 'unqualified' upon their arrival, despite years of classroom experience. They did not find the process of obtaining Qualified Teacher Status (QTS) easy or straightforward and in many cases were unaware of the QTS issue upon arrival.

In the second part of her presentation, Dr Degazon-Johnson reported on the find-

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ings of a survey of Education Ministries in the Commonwealth and the *Commonwealth Teacher Recruitment Protocol*. Seventeen Commonwealth member states (32%) participated in the study: Barbados, Brunei, Cyprus, Dominica, Jamaica, Kenya, New Zealand, Pakistan, Seychelles, Swaziland, Trinidad and Tobago, Uganda and the UK (including England, Northern Ireland, Wales and Scotland), and the UK overseas territory of Montserrat.

The first part of the full report looked at teacher demand, supply and turnover in the 17 countries. Findings revealed that comparatively high teacher turnover (although less than 5%) and low retention were issues in the majority of countries surveyed. Male teachers appeared to be at risk. They were represented in very small numbers in the primary school system, with the exception of Kenya and Pakistan, and many more were leaving the education system than joining. Teacher shortages were more noticeable in countries in the Asia/Pacific and Europe/Africa regions. In the Caribbean, there was evidence of over-supply.

The researchers asked: 'Do the data provided include all teachers including those who are unqualified or temporary? Do some data not include them (e.g. in the UK)? Or is there, in some cases, intentional over-supply as a buffer against anticipated loss?'<sup>8</sup>

In conclusion, Dr Degazon-Johnson discussed the lack of retention and an appreciation of high levels of 'brain circulation'. A long-term view is that international teacher migration is not only affecting educational quality today, but will affect educational quality for future generations.

Mr Jensen presented the latest OECD international survey of teachers, the Teaching and Learning International Survey, which will be the most comprehensive empirical study of teachers in OECD countries. It seeks to address the paucity of data available at the national and international levels on learning and teaching. In particular, it will provide cross-country comparisons and benchmarks of key variables related to the effectiveness of schools and the teacher workforce, as well as, through the possibility of conducting the survey in Programme for International Student Assessment (PISA) schools, allowing a greater understanding of observed differences in student performance between and within countries. TALIS includes many, but not all, the OECD countries: Australia, Belgium (Flanders), Brazil, Czech Republic, Denmark, Estonia, Hungary, Iceland, Ireland, Italy, Korea, Lithuania, Malta, Malaysia, Netherlands, Norway, Poland, Portugal, Spain, Slovak Republic, Slovenia and Turkey. Significant omissions are the UK, Canada, USA, Germany and France. A second instalment of the survey is planned and the OECD is confident that more OECD countries will take part in the second survey.

The rationale for the study is to build on the existing knowledge base and recognise information gaps within and across countries. Policies impacting on teachers and teaching vary substantially across countries and regions. There are differences in the education and training of teachers, pay and career structure, responsibilities and decision-making, pedagogies, didactics and classroom teaching strategies that can all affect the outcomes and effectiveness of education. An analysis of international data highlights the options available to policy-makers in these areas. It provides the opportunity to examine best practice across education systems given local circumstances and to identify countries facing similar challenges, so that they can learn from contrasting or similar approaches.

The objective of the survey is to provide policy-relevant and robust international indicators to assist countries in the development of their projects on teachers, teaching and learning. TALIS focuses on three themes:

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1. The recognition, feedback, reward and appraisal of teachers;
  2. School leadership; and
  3. Teaching practices, beliefs and attitudes.

Through school and teacher-level data, the survey empirically addresses the impact of policy issues such as appraisal mechanisms for teachers, teacher training, school leadership and more specific programmes and policies aimed at teaching practices. This will be coupled with an analysis of teaching practices and beliefs, focusing on those issues that have been shown in research to be associated with effective schools and teaching. The survey programme will deliver indicators, policy analysis and raw survey data.

The principal teacher questionnaire has four sections, covering principal background information, school background information, school management and school resources. The focus on school leadership and related issues connects with and impacts upon other OECD survey themes, such as teaching practices, beliefs, and attitudes; school climate; and recognition, feedback, reward and appraisal. Research questions with respect to recognition, rewards and appraisal include:

1. To what degree are teachers subjected to internal and external appraisal?
2. What are the outcomes of teacher appraisal, particularly the feedback and rewards received by teachers?
3. What is the impact of these upon teachers and their teaching? School-level indicators include school culture, teacher co-operation and school leadership. Instructional leadership and managerial leadership indicators include teaching practices, professional development and full administrative tasks.

Research questions related to school leadership include:

1. In an era of accountability and devolution of authority in education, how can a nation's principals, teachers and other key staff create and sustain effective school leadership?
2. To what degree have recent new trends in school leadership penetrated educational systems, aimed chiefly at enhancing leadership through the management of teachers, their practice of teaching and their beliefs?
3. To what extent has this actually impacted upon teacher practices, beliefs and attitudes?

School leadership features include: framing school goals; communicating school goals; supervision and evaluation of instruction; curricular co-ordination; monitoring student progress; visibility/accountability; developing academic standards; promoting instructional improvements; rational goal management style; internal process model of management; human relations management style; open systems models of management; mentoring; and the role of controller and co-ordinator.

Research questions in relation to teaching practices, beliefs and attitudes include:

1. How do teaching styles and goals differ between and within countries? Are they driven more by the curriculum or by didactics?
2. Do these styles and goals differ between types of schools or by different groups of teachers? How is this associated with teachers' professional development?

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3. What is teachers' general instructional style and approach to teaching and facilitating learning in the target class?
  4. How do classroom instructional practices differ between and within countries and how prevalent are the practices that have been shown to be associated with enhanced student learning?
  5. Are these practices more prevalent in certain types of schools or demonstrated more often by certain types of teachers? How is this associated with the professional development that teachers receive?
  6. To what extent does the education and training undertaken by teachers affect their teaching, practices, beliefs and attitudes?
  7. How do school policies and objectives interrelate with policies and practices for developing teachers within the profession?

The survey design comprises a cycle of surveys, each wave of which will have a main focus on teachers at a specific education level and their school principals, so that progressively over time all schoolteachers (primary through to upper secondary) are surveyed. A successful outcome of this survey requires active participation of teachers and school principals. The OECD has been working with various national teacher unions and professional organisations. Countries are also planning to share information about the best methods to garner institutional support for the survey. There is a desire among countries to look at aspects that will have the most impact on school effectiveness.

Mr Jensen acknowledged that the 'paper and pen' structure of the survey might not be the best way to measure and analyse teacher practices. He also commented that in the context of a survey, it was not possible to compare everything that a teacher does during the course of an academic year, or even one class. Instead, the survey included a set of items about the teacher's usual teaching behaviour, practices and their general approach to the curriculum.

The timeline for TALIS was also highlighted. The pilot study ran in October 2006 and changes to the questionnaires were finalised for November. The field trial is to be conducted in March and April 2007, with the main study taking place in the northern hemisphere in November 2007 and in the southern hemisphere in March and April 2008. The main TALIS report is scheduled to be published in February or March 2009.

Mr Jensen said that the OECD had been working closely with the EU and relevant stakeholders in the development of the survey. The EU identified a requirement to collect information on teachers' professional development as part of the Lisbon Agenda. Constructive interaction between the OECD and the EU has meant that the European Commission has noted that the data requirements of the EU can be met through the OECD survey. The Commission has, therefore, decided to provide funds to member countries to support their participation in the survey.

Dr Miller, a Jamaican-trained teacher recruited to work in the UK, reported on his personal experiences and general issues related to the recruitment of overseas trained teachers (OTTs) working in the UK and what he termed the qualification conundrum. OTTs from outside the EU face grave challenges in accessing and achieving qualified teacher status in England. Dr Miller explained that this is primarily for the following reasons.

- Some recruiters (headteachers, teacher recruitment agencies and local authorities)

do not tell teachers that they need to hold UK QTS prior to or upon arrival. Dr Miller reported that when he was recruited in 2003, no one mentioned or explained QTS.

- The National Recognition Information Centre for UK undervalues the recruited teachers' professional qualifications and experiences.
- Teachers are unable to quickly access QTS programmes due to 'headteacher manipulation' as headteachers are responsible for putting forward QTS candidates. (As an alternative route, the Postgraduate Certificate in Education (PGCE) is expensive and full-time.)
- Some schools are not 'equipped' to support OTTs.

The UK Training and Development Agency (TDA) has several possible routes for teachers to gain QTS. Undergraduate options are open to people completing degrees and training to be teachers. Postgraduate options are open to people who already hold an undergraduate degree, who can then enrol in a one-year PGCE course to become a teacher. This option is generally open to UK/EU citizens, but can also be used by an OTT if the National Academic Recognition Centre (NARIC) provides a satisfactory equivalency for their qualifications and they can afford the fees, usually around £8000. OTTs normally access QTS via an employment-based route: Graduate Teacher Programme (GTP), Registered Teacher Programme (RTP) or Overseas Trained Teacher Programme (OTTP). However, trainees, must first find a school that will agree to provide support, thereby allowing them to train and qualify as a teacher on the job. A QTS-assessment option is available only to UK/EU graduates. The candidate must have a degree and substantial experience working in a UK school, college or as an instructor or unqualified teacher. A person may be able to qualify without undergoing teacher training. For any route, the teacher must submit a portfolio of evidence satisfying 44 standards for the award of QTS. A summary of these available routes is given below.

Programme Type	Course type	Abbreviation
Undergraduate	Bachelor of Education	BEd
	Bachelor of Arts/Science with qualified teacher status	BA/BSc with QTS
Postgraduate	Postgraduate Certificate in Education	PGCE
	Teach First	Teach First
	School Centred Initial Teacher Training	SCITT
Employment based	Graduate Teacher Programme	GTP
	Registered Teacher Programme (for teachers who have taught at home)	RTP
	Overseas Trained Teacher Programme (teacher has been teaching with a first degree, preferably in education)	OTTP
Assessment only routes	Qualified teacher status only	QTS

Dr Miller then reported on his research into the experiences of OTTs in the UK and data available from the UK Home Office. Between 1997 and July 2006, the number of OTTs in the UK without QTS rose by 500%. Cumulatively, there were 59,300 OTTs without QTS, of whom only 4,848 (or 12%) had accessed employment-based routes, and there were 29,500 teachers who had accessed employment-based routes, 4,848

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(6%) of whom were OTTs. Dr Miller believes that there are no accurate figures and estimates that there are some 45,000 OTTs in the UK.

In conclusion, Dr Miller revisited the definition of an overseas trained teacher, comparing his definition with those of the Department for Education and Skills (DfES) in the UK. In 2006, the DfES defined an OTT as 'any teacher born and trained outside the European Economic Area (EEA), and who continues to require a work permit to work.' In 2007, it revised its definition to become 'any teacher born and trained outside the EEA, and whose qualifications are recognised by the "competent" authority in that country' (DfES, 2007). Dr Miller revised this definition to reflect the experience of the OTT as 'any teacher born and trained outside the EEA, who requires a work permit and who must serve at least five years probation before qualifying for indefinite leave to remain'.

## Discussion

Dr Burns asked Dr Miller if there was a maximum number of teachers who could obtain a QTS. Dr Miller reported on his personal experience, where there were 25 OTTs in the school and approximately five teachers were given support.

Mr Bangs asked about the different routes, and commented on the TALIS research and on work being done in England to look at the effect of coaching. In terms of the qualifications, Mr Bangs also raised the question of what a qualification is and how it can be measured. With regard to a subject in which there are teacher shortages, he believed people were not going to be as concerned with qualifications.

Mr Ratterree reported that there is no direct link between salary and teacher performance, although the motivation factor is important. Alternative types of compensation might also be considered, including opportunities to broaden skill sets or alternative incentives. Dr Spreen raised the issue of status of teachers in South Africa, where there is a general perception that teaching is not a profession of first choice. The discussion ended with a comment from Mr Benavides of the OECD, who added that it was important to address the perspectives of teachers and families on the status of teachers. Finally, Dr Bourne reported that one of the findings of the study, co-authored by himself and Dr Degazon-Johnson, was the lack of knowledge among teacher about the *Protocol*, and called for the need to spread awareness.

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### Session 3

## The Status of Teacher Qualifications, Recognition and Professional Registration in OECD and Commonwealth Countries

The third panel discussion was chaired by Peter Williams. Presentations were given by James Keevy, David Edwards and Kimberly Ochs. An open discussion followed before lunch.

Dr Keevy presented an introduction and background to the 2006 pilot study conducted by SAQA for the Commonwealth Secretariat. The objectives of the study were to:

1. Investigate the extent to which teacher qualifications and teacher professional registration is recognised and transferable across Commonwealth member states; and
2. Make recommendations on the systems and criteria necessary to evaluate and compare teacher qualifications and professional registration processes within the context of the *Commonwealth Teacher Recruitment Protocol*.

The study included nine countries: Australia, Canada, England, India, Jamaica, Mauritius, Northern Ireland, South Africa and Sri Lanka. Findings were presented to the Working Group on Teacher Qualifications held in September 2006 and at the 16th Commonwealth Conference of Education Ministers in South Africa held in December 2006.

Key observations found in the study were highlighted:

- The international migration of teachers is multidirectional;
- Systems for monitoring migration flows are not well-established;
- Teacher qualifications for both primary and secondary school teaching vary considerably from country to country as does the admission to initial qualifications and the duration of the qualifications;
- In some countries (three of the nine) no distinction is made between professional and academic qualifications in the field of education;
- The general pattern for minimum teacher qualifications among the nine countries is either a dedicated professional degree (such as a BEd) or another appropriate first degree and a PGCE;
- Most of the countries (six of the seven) reported that school-based probation was required after the achievement of the basic qualification;
- Only two countries reported requirements in addition to a basic qualification for recognition for employment in a public school;
- Of the nine countries, six have professional teachers' councils;
- There is widespread agreement that continuing professional development is

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becoming increasingly important, but not everyone agrees that it must involve formal qualifications;

- No formal cross-country links between teacher professional councils or formal recognition agreements about cross-country professional registration were reported.

Dr Keevy then discussed the need to balance the rights of teachers to migrate internationally with the need to protect the integrity of national education systems through professional registration. The objective of a regional and national qualifications framework is to improve the recognition and transferability of teacher qualifications, and also facilitate migration.

A National Qualifications Framework (NQF), as Dr Keevy explained, is 'taken as a classification system that has its governance located at a national level, often directly or indirectly financed, monitored and managed by government' (Coles, 2006). NQFs emerged in the late 1980s, influenced by competency-based and lifelong learning initiatives. Qualifications frameworks differ from country to country and are distributed across the globe.

Dr Keevy highlighted the fact that international migration is a global concern, and that all signals indicate that the international migration of skilled workers is likely to increase. The outstanding question is how best to manage it, maximising the benefits and minimising the costs. Improving teaching status, he argued, is an important strategy as it leads to improved retention and improved quality of work. Dr Keevy made the distinction between *professional status* and the *employment status* of teachers. Teacher status depends on a variety of factors, including remuneration, conditions of service, career prospects and respect. As UNESCO reaffirms:

*Ultimately, progress ... will depend on an ongoing commitment to enhance teacher status. This must be the foundation for a comprehensive policy approach which can balance wider education priorities with the actual conditions facing teachers and pupils in the classroom.*

UNESCO, June 2006: 103

Strengths and weaknesses of NQFs were outlined as follows:

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Strengths	Weaknesses
<ul style="list-style-type: none"><li>• Common approach to qualifications design</li><li>• Easier to relate different systems</li><li>• Facilitates migration</li><li>• Builds confidence and trust</li><li>• Accurate information</li><li>• Private providers are able to compete on a level playing field</li><li>• Parity of esteem between different qualifications</li></ul>	<ul style="list-style-type: none"><li>• Epistemological 'straight-jacketing'</li><li>• Changes can be disruptive</li><li>• Contextual factors can be disregarded</li><li>• Acute standardisation</li><li>• Increased bureaucratisation and regulation</li><li>• Limit competitive advantage</li><li>• Skilled workers gravitate to developed countries</li></ul>

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Several recommendations were put forward to Commonwealth Ministers at the 16th Commonwealth Conference of Education Ministers in December 2006. They included:

1. The development of a teacher qualifications comparability table that could be used across the Commonwealth, which would include:

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- Official title of the qualification
  - Target level of employment
  - Awarding body
  - Minimum qualifications required for entry
  - Minimum duration of the programme
  - Number of weeks of practical experience required
  - ISCED classification of qualification
2. Building upon existing structures and systems including qualification frameworks and quality assurance systems;
  3. The establishment of a network of Commonwealth qualifications authorities;
  4. Encouraging and supporting cross-country links between teacher professional registration authorities;
  5. Reinforcing the professional status of teachers by encouraging and supporting the profession to develop a Commonwealth Standard for Professional Registration; and
  6. Establishing a Commonwealth Forum of Teacher Professional Registration Authorities.

Mr Edwards's presentation looked at the Caribbean's proposed *Harmonization and Teacher Policy Framework*, asking 'what qualified the ideal Caribbean teacher?' The presentation discussed teacher competencies in the Caribbean and what a Caribbean teacher should know and be able to do, based on criteria put forward by CARICOM (the Caribbean Community), in terms of knowledge, skills, attitudes and professional conduct.

With respect to knowledge, teachers are expected to understand educational research and how it informs practice, and apply its findings in the classroom. They are also expected to have knowledge of ICT and applied educational psychology. With respect to classroom conduct, they are expected to know principles of planning and assessment, the school curriculum and effective pedagogy. They should also understand the role of education and development, and the roles and responsibilities of teachers, including disciplinary content.

Competencies of teachers should also include skills in literacy (mathematical, verbal, written and information), classroom management, communication, questioning techniques, research, interpersonal skills, and skills in critical and creative thinking, as well as in problem solving.

The attitude of a teacher should be collaborative and comply with school policies. Teachers should be respectful to themselves and to others, demonstrating a 'love of country' and civic pride. Empathy, confidence, openness to community and respect for diversity are other requirements of a teacher. In addition, they should be innovative and have a 'genuine love of students', as it is called in the Caribbean context. With respect to professional conduct, teachers are expected to be ethical, committed, responsible, respectful and flexible. In other words, teachers are expected to be team players.

The selection criteria for admission to pre-service teacher preparation include:

- Minimum academic qualifications, such as general proficiency at Levels I, II, or III in at least five subject areas (including English, mathematics and science or a technical subject);

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- Preferred criteria include an advanced level, university undergraduate degree;
  - A character reference;
  - Psychological/personality tests;
  - Successful performance on written tests of verbal, maths or reasoning ability;
  - A successful interview (with Teacher Education Institute and Ministry of Education).

Criteria for recruitment into professional service (for the beginner teacher) include:

- Minimum academic qualification of a university undergraduate degree from an accredited programme;
- A major of study in two content areas (at secondary level);
- Knowledge of the basic education curriculum (at primary level);
- Completed and approved teaching portfolio;
- Successful interview;
- Satisfactory teacher performance assessment;
- Community service;
- A character reference;
- Psychological profile.

As stated in the *Harmonization and Teacher Policy Framework*, a common regional licensing process includes:

*A common written (under development) and practicum (undefined) is desirable, and would facilitate the assessment of credentials of practitioners wishing to move within and outside the region. It would also provide a basis for licensing persons from outside the region. This examination should be developed and administered by an independent agency.*

para. 13: 8

Mr Edwards pointed out several challenges to the proposed harmonisation and teacher policy framework across the Caribbean. First, an upgrade of academic qualifications (to university Bachelor Degree level) would be difficult for teachers in a system that already faces teacher shortages. In addition, qualified teacher trainers are in short supply in some Caribbean countries. Some countries have multiple agencies responsible for teacher preparation programmes and there could be consolidation issues. Currently, there is also a lack of a regional teacher education advocacy body, like the American Association of Colleges for Teacher Education (AACTE) in the USA. A common licensing examination would require consensus, co-ordination and funding. Finally, Mr Edwards highlighted potential challenges to equity among teachers and the need to provide incentives to ensure that resulting teacher mobility benefits and does not harm the smaller economies within the Caribbean region.

In conclusion, Mr Edwards highlighted findings from two major studies about migration out of the Caribbean and the issue of remittances. An IMF study<sup>9</sup> on emigration and brain drain reported that Caribbean countries have lost 10–40% of their labour force to due to emigration to OECD member countries, and that many countries have lost more than 70% of their high-skilled labour force with more than 12 years of completed schooling. This rate is among the highest emigration rate in the world (Table 1).

**Table 1. Percentage of Labour Force that has Migrated to OECD Member Countries, 1965–2000 (by level of schooling)**

	Primary	Secondary	Tertiary
Antigua and Barbuda	9	64	67
Bahamas, The	3	10	61
Barbados	18	28	63
Belize	7	58	65
Dominica	19	67	64
Dominican Republic	6	33	22
Grenada	25	71	85
Guyana	18	43	89
Haiti	3	30	84
Jamaica	16	35	85
St Kitts and Nevis	32	42	78
St Lucia	12	21	71
St Vincent and the Grenadines	18	33	85
Suriname	39	74	48
Trinidad and Tobago	8	22	79
Average	15	42	70

Source: Docquier and Marfouq (2005)

The Caribbean region is also the world's largest recipient of remittances as a percentage of GDP. Remittances constituted about 13% of the region's GDP in 2002. An important conclusion of the study revealed that simple welfare calculations suggest that the losses due to highly skilled migration outweigh the official remittances to the Caribbean region and suggest evidence of brain drain from the region.

A second study by the Heritage Foundation<sup>10</sup> in the US offered a series of recommendations on international recruitment to solve the teacher shortage in the US. One proposed strategy is to expand the H-1B visa programme to support the recruitment of English-speaking mathematics and science teachers from abroad. The underlying philosophy of this recommendation was that more children would be taught by qualified teachers with degrees in the subject matter and that immigrant teaching contracts could be structured to give local districts more stability and flexibility in their teaching corps. In addition, it was thought that foreign public school teachers operating under the H-1B visa programme would represent a relatively low security risk compared to other immigrants because they would be integrated into an existing accountability system involving principals, superintendents and school boards.

In her presentation, Dr Ochs provided an overview of the situation in Germany to illustrate the impact of migration on the educational system within the EU. Nine per cent of the German population are foreign born, and it is projected that by 2020 30% of the student population will be born outside Germany or to foreign parents. These demographics are currently driving many of the educational policy initiatives within the country. Dr Ochs then identified the largest groups of foreigners in Germany by country. The largest group comes from Turkey, followed by former Yugoslavia, Italy, Greece, Poland and Austria. Other notable aspects of German education include the

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federal and tripartite system and the civil servant status of teachers. While teachers in Germany are represented by trade unions, as civil servants they have no collective bargaining rights with respect to salaries.

While brain drain is an issue within higher education, as many highly-qualified professors and post-doctoral researchers look for opportunities abroad, the issue of brain waste is a problem at primary and secondary school level. Highly-skilled teachers arrive in Germany, having trained in their home countries, but are not permitted to work in the system because there is a lack of fast-tracking or alternative routes for training. In Berlin, for example, qualified teachers arrive from Poland and might be able to find jobs to teach Polish, but are not permitted to teach their subject area without years of retraining. Initial teacher training in Germany takes five years for primary school and six years for secondary school, and the lack of alternative routes is arguably contributing to the brain waste of these highly-skilled foreign-trained teachers.

In 2006, the United Nations conducted an inspection of the German education system with special attention to the human rights of migrant children. Subsequent policy recommendations included a renewed focus on early learning initiatives and the wide expansion of pre-school and kindergarten programmes to support German language learning. The national government has called for the establishment of 500,000 kindergarten places, given a national shortage of kindergarten places. Federal programmes supporting the training of parents to become childminders have also been endorsed. Challenges remain in making teaching attractive, and identifying and hiring kindergarten teachers. Provisions are being made in some states for parents to train as childminders and take additional small children into their homes. There is still a question about how to measure and maintain quality for this type of early learning education.

## **Discussion**

Professor Williams facilitated the discussion. Dr Burns asked for clarification about the statistics on German migration and commented on the situation of Turkish immigrants in Germany, pointing out that children who were starting school at the age of six may have missed learning the fundamentals of German at a very early age. Dr Ochs responded by mentioning a few current approaches, such as a school in Berlin where parents (usually the mother) were invited into the classroom to learn German with the children during school hours. Another initiative at a Berlin primary school where more than 85% of the children were Turkish involved not allowing children to speak Turkish in the playground, based on a pedagogical argument that children should spend more time in the day speaking and learning German. Dr Bourne asked about the 'brain waste' of qualified teachers who had trained outside Germany, and whether their integration into the system was impossible or just difficult. Dr Ochs responded by saying that the perception of a six-year training programme was a barrier, given how individuals might evaluate the trade-off and investment of six years in the context of the long-term prospects for teaching. Mr Ratterree asked Dr Keavy about regional efforts to develop qualification frameworks. Mr Bangs commented on the challenge of regional qualification comparability across the Commonwealth. Given that migration is not bounded by regions, he called for a genuine effort to improve international comparability.

Mr Edwards responded to a question from Mr Ratterree about the status of teachers in the Caribbean by saying that public outreach had been taken within the

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Caribbean to help raise awareness of the teacher's role and status. But there were still many places where teachers had not yet received training and were now going back to university.

## Session 4

# Professional Development, Brain Gain, Brain Waste and their Implications for OECD and Commonwealth Countries

The fourth panel discussion was chaired by Ambassador Edwin Laurent. Presentations were given by John Bangs, Carol Anne Spreen and Francisco Benavides.

Mr Bangs discussed the professional development of teachers in Commonwealth countries and national strategies for continuous professional development. Most Commonwealth countries have a national strategy for CPD, which is usually the responsibility of Education Ministries and in some cases of an agency of the Ministry. Local and regional strategies for CPD require co-ordination and tend to be carried out by national government, local government/district education boards, institutes of education, provincial government, schools, church bodies, teacher associations, private providers, subject associations or other organisations.

**Table 2. Strategies for Continuous Professional Development**

	Formal teacher exchange offered	Teacher union and association involvement	Teachers' entitlements to CPD	Accreditation of CPD	Training of teachers from other countries	Exchanges and partnerships with other countries
Bahamas, The	X		X	X	X	X
Barbados		X	X	X		
Belize	X	X	X	X		X
Botswana			X	X	X	
Canada	X	X	X		X	
Cyprus		X				
England	X	X		X	X	X
Fiji Islands		X			X	
Ghana	X	X		X		X
Jamaica		X		X		X
Kiribati	X			X	X	
Lesotho						X
Malawi				X		
Mauritius			X	X		
New Zealand		X			X	X
Nigeria		X		X		
Northern Ireland	X		X	X		X
Papua New Guinea		X	X	X		
Solomon Islands	X	X	X	X	X	
Sri Lanka				X	X	
St Vincent and the Grenadines			X	X		
Swaziland		X			X	
Zambia	X	X	X	X	X	

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A study by the Commonwealth Teachers Grouping revealed that CPD provision was available in the following school categories: whole school, whole local authority/district, individually tailored, teacher-to-teacher mentoring, teacher exchange and higher degree qualifications.

When asked about the attitudes towards teachers who worked in other countries, the majority of respondents gave mixed views. When asked to give their perceptions of the willingness of teachers to return to their home countries, most perceived that teachers were willing or very willing to return. Only three thought that teachers would be unwilling or very unwilling.

Dr Spreen's presentation began with a cautionary tale from the USA, with its decentralised system of teacher education and recruitment and issues arising from the global marketplace. She added that migration issues were not just regional and that there were a number of trade agreements and institutional financial arrangements with a big impact on international and regional teacher migration.

She said that in the USA, there would be a shortage of 2.5 million teachers in the next 5–7 years, due to the decentralised preparation, recruitment and deployment of teachers. This might not, however, resonate in other countries, given the nature of state and local schools. In the USA, school districts had a financial incentive to employ the lowest qualified teachers. Dr Spreen explained that most of the bill for teacher salaries was drawn from the local financing of schools. If schools were paying for the least qualified teachers, it was possible to get more bodies in the classroom. Maryland, for example, had a shortage each year of 2000 teachers, yet the University of Maryland only produced 50 teachers each year and had no plans to augment its teacher training. Dr Spreen said that in other US states there were huge enrolments in teacher colleges and a surplus of teachers. The problem was that there was no credentials system across state borders, which also led to problems with benefits and pensions. Teachers in a well-funded district with strong union support were unlikely to move to other districts offering a weaker benefits package. It had been argued that there was no real teacher shortage in the USA, but that there was an ineffective deployment of teachers and school inequality. A core problem was high attrition, with a 50% turnover in some districts, and a 20% turnover overall.

There were alternative US certification programmes, including Teach for America, the Peace Corps, paraprofessionals in schools and overseas teachers coming into schools. In other words, the country was losing its best teachers, usually within the first three years of teaching. Dr Spreen said that nobody wanted to teach in the most needy districts and that there were pay discrepancies, even within the same area. Since salaries only rose incrementally, a teacher's starting salary and school would affect, if not determine, the teacher's longer-term compensation.

There were also issues related to the US flagship educational policy 'No Child Left Behind' and policy measures related to accountability that were driving education and affecting teacher deployment. Teachers did not want to go into low-performing schools because they have punitive measures imposed on them if the students are not achieving at the required levels. There was also a policy that said that if schools were not producing adequate levels of adequate yearly progress, the school would be taken over by the state and reconstituted, and the teachers dismissed, regardless of tenure and experience.

Another issue was that teachers were teaching out of subject. There were not enough teachers of mathematics, science or English as a second language (ESL). Language was an issue because most the teachers in the US were not bilingual. One

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solution was to recruit foreign teachers, although the data were not well tracked. Individual school districts and private agencies recruited teachers, not the state education system. Only visas are processed at state level, so there was no mechanism for control. According to Dr Spreen, the US government did not want to know how many foreign teachers there were in the country. Regardless of this, districts and states were recruiting foreign teachers to work in the lowest-performing districts.

Dr Spreen said that there was no discussion in the policy discourse in the USA of foreign or overseas trained teachers as part of the labour supply. Foreign teachers normally held H-1 employment visas, which were handled by the US Department of Labour. They were issued to fulfil a particular need not currently met in the US labour market, such as a shortage of foreign language teachers. An increasing number of teachers were coming into the country with J1 visas, which were cultural exchange visas arranged through private agencies that controlled their visa status. With this set-up, there was a potential risk of indentured servitude to the agency.

In conclusion, Dr Spreen raised three issues for consideration. First, following initiatives such as Education for All, universal primary education and pressure within developing countries to ratchet up the number of teachers, pressure on secondary education systems would follow in these countries over the next 5–10 years, once these children finished primary education. The issue with global recruitment was that there would be a need for more teachers in key subject areas, such as mathematics and science. The migration of skilled teachers would disproportionately affect secondary education, which also needs to be addressed as part of the UPE goals. A second issue was wage caps set by the IMF. Countries subjected to IMF regulations had to put caps on teacher salaries and on the number of teachers hired each year. This could be a huge problem in countries where there were large class sizes; it was important to consider this issue. The last issue was that of the General Agreement on Trade in Services (GATS) and flexible labour on a global scale. Dr Spreen asked what this would mean in terms of the privatisation of recruitment agencies, universities setting up teacher training colleges abroad for recruitment at home, and the ramifications when private industries undermine state policy or bilateral agreements.

Mr Benavides presented an overview of some of the major research projects on CERI's current agenda, after explaining where CERI fits within the OECD as part of the Directorate of Education. He also extended an invitation to the other participants and organisations to explore projects together in the future. The four major projects presented were: Emerging Models of Learning, New Millennium Learners, Teacher Training for Diversity and regional seminars. Much of this work follows from a recent seminal OECD study, *Teachers Matter: Attracting, Developing and Retaining Effective Teachers*, which was the focus of Mr Benavides's presentation.

The *Teachers Matter* report provided policy-makers with information and analysis to assist them in formulating and implementing teacher policies leading to quality teaching and learning at the school level. Mr Benavides summarised the broad directions for future policy development set out in the report:

- Policies should be based on incentives rather than on regulations;
- Teacher policy should be formulated within a coherent policy framework;
- There was a need for more targeted policies;
- There should be an emphasis on teacher quality;

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- There is a need to view teacher development as a lifelong learning continuum;
  - The school environment should facilitate teachers' success;
  - Strategies to value and recognise the work of teachers should be established.

Mr Benavides said that CERI's current remit addressed many of these suggested directions for policy development. The Emerging Models of Learning project explores how to 'reinvent' and not just reform the education system. It explores how we learn and why we learn, and the development of 'next practices' rather than the sharing of existing best practices. More specifically, it looks at the roles of teachers, and asks: What are the existing 'alternative' and 'emerging' models of learning? Are they community-based, open circles, modern home schooling, ICT-intensive schools, migrating schools or citizen hubs? It also investigates how teachers and teaching activities are defined. He set out the goals of the initiatives as:

1. To offer examples and evidence on which a reform agenda can be grounded;
2. To clarify what the alternatives to current arrangements for schooling might be (focusing on the nature and quality of learning that takes place rather than the institutional arrangements);
3. To develop a conceptual apparatus and terminology;
4. To identify concrete examples or exemplars of the different models.

He explained that the New Millennium Learners project focused on the new ICT environment and new accessible tools that are available, including YouTube, MySpace, social tags and social worlds (for example Second Life and Habbo Hotel). The project aimed to provide the education community with empirical evidence and analysis, as well as policy insights to understand new millennium learners' expectations and attitudes towards communication, knowledge management and learning as a result of having been surrounded by ICT and to identify what could be the most suitable educational policies and practices to deal with them in the light of the needs and requirements of the knowledge society. Research would generate empirical evidence on the effects of the emergence of new millennium learners on cognitive skills, cultural patterns, lifestyles and values, concepts of knowledge acquisition, usage and production, as well as the learners' expectations regarding teaching and learning.

The Teacher Training for Diversity project identified common challenges and issues that OECD countries are currently confronting in their teacher training in response to increasing cultural diversity and the extent of these challenges. Mr Benavides said that countries shared experiences and examples of good teacher training and classroom practice and were developing an analytic framework to further explore the issues. The first step of the project is to bring together different stakeholders to share experiences on teacher training programmes and classroom management. A second step follows the CERI What Works methodology by inviting interested countries to identify relevant policy initiatives and case studies.

CERI was also organising regional seminars and global forums to provide a bridge to work in other world regions and facilitate the exchange of best practices and policy. A more comprehensive list of CERI projects is as follows:

- Schooling for tomorrow
- Internationalisation of higher education

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- E-learning in post-secondary education
  - What works: formative assessment
  - National reviews on educational research and development
  - University futures
  - Measuring social outcomes of learning
  - Learning sciences and brain research
  - Language and cultural diversity
  - New Millennium Learners

## Discussion

Dr Bourne asked Mr Banks about plans for the working group following the 16th meeting of Commonwealth Education Ministers held in December 2006. Dr Degazon-Johnson mentioned the possibility of revisiting the composition of the working group. A brief exchange took place to discuss the methodology of the research. Ms Roberts asked about alternative models to recruit teachers, including quality assurance to some of these alternative routes. The OECD looked at an exploratory case in Mexico and other cases to compare how people examined quality. Since quality is a complex phenomenon, the OECD is trying to be open in looking at a number of projects and trying to obtain data on quality. Dr Spreen added comments about the current discussion of the professionalisation of teachers in the United States. She said that on the one hand there is a mantra which refuses to accept alternative routes to teaching outside teacher training and state certification. On the other, there is an argument that says that anyone can teach and that the market should be opened up to accept open certification programmes like Teach for America that have been around for decades. Scholars like Linda Darling-Hammond and Marilyn Cochran-Smith have looked at the turnover rates of some of these programmes, which are particularly high and indicate that support for new teachers is necessary. In the USA, the No Child Left Behind policy mandates that there are certified teachers in schools in their content area, but given the current situation, there will be a scramble to get certification for teachers who are currently working in schools but are not certified at state level and in their subject areas.

Dr Burns raised Canada's concern about US recruitment, sensing the worry within the decentralised US system, and asked about a course of action that might be taken to set up a more coherent policy. Mr Edwards asked about the movement from 'schooling' to 'learning' and brought up the alternative of home schooling. CERI's perspective is that there should be ways of ensuring that the other purposes of education do not fall by the wayside as people focus on test scores and learning, with multi-racial and multi-ethnic societies.

Dr Degazon-Johnson agreed with Dr Spreen, as do Ministers from several African nations, on the importance of addressing the need for secondary school teachers that will follow from UPE. This issue is being addressed across the Commonwealth, together with the IMF's capping of teacher salaries. Kenya, for example, is still only allowed to appoint a fixed number of teachers. Dr Spreen's view is that an international solution needs to be developed, which elevates the *Protocol* to a higher level so that it can influence decisions in the USA. She added that there should also be a

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grassroots approach to encourage schools and communities to discuss where shortages lay and the inequalities in their systems, as well as national accountability for the requirements of overseas teachers. In the USA, these teachers were primarily going to inner-city and low-performing districts.

Mr Benavides discussed the issue of the definition of learning and the expectations of learning, including personalised communication and demand-oriented schools. He said the question was how to define learning and what skills need to be developed. He also mentioned that the OECD was seeking interesting and challenging case studies.

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## Session 5

# The Way Forward

The final session was chaired by Richard Bourne. Concluding comments were made by Roli Degazon-Johnson, William Ratterree and Kimberly Ochs. Presentations were followed by a question and answer session.

First, Dr Bourne presented the principal recommendation that went to Ministers in Cape Town, following the review, which was set out in paragraph 6.2 of the *Commonwealth Teacher Recruitment Protocol*. This was that selected Education Ministers and other stakeholders should undertake a review of its implementation in the course of 2008 in order to prepare a report for the 17CCEM, which will take place in Malaysia in 2009. The review should take into account changes in teacher mobility and recruitment, awareness of the *Protocol* and adherence by Commonwealth and UNESCO member states (given that UNESCO is one of the organisations that has endorsed the *Protocol*). If necessary, the Ministers could put forward amendments to the *Protocol* for consideration by the 17CCEM.

The recommendations made by the 16CCEM were succinct. Paragraph 23 of the Cape Town communiqué directed the Commonwealth Secretariat to review the implementation of the *Commonwealth Teacher Recruitment Protocol* and to report to the 17CCEM. This is the mandate under which the research questions will be taken forward.

Dr Degazon-Johnson followed up with comments on the dissemination of the *Protocol* and the issue of Commonwealth teacher registration. Some of the outstanding critical issues and needs that surfaced were:

- Teacher qualifications, including transferability, recognition and certification issues;
- Professional registration across the Commonwealth;
- Professional development working group;
- A need for deeper, more extensive and more complex research in Commonwealth countries. (Dr Degazon-Johnson welcomed the invitation to collaborate and the offer of guidance from the OECD.)

In furthering the implementation of the *Protocol*, the tremendous diversity across the Commonwealth is a major challenge. In the second chapter of the report, co-edited by Bourne and Degazon-Johnson, countries stated what was happening in terms of the *Protocol* and how it was being used. In some countries, the *Protocol* had Cabinet approval and was being used as the contractual basis for agreements for recruiting teachers, while other countries were hardly aware of it. There are also still teachers who are unaware of the document.

Mr Ratterree offered concluding comments from the perspective of the ILO. The ILO has recommended a number of studies covering teacher salaries, gender and HIV/AIDS. It will also be following up with a global report on the results of its action programme, which focuses on the work of ten participating countries and will be produced by the end of 2007. The ILO will continue to work together with the Commonwealth to implement their joint agreement to address and explore the

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underlying causes and trends relating to teacher mobility. There has been one hold-up, in that the expected decision to move forward on further research has been postponed due to internal issues within the ILO.

Dr Ochs highlighted some of the key challenges to the implementation of the *Protocol* and put forward the following questions for further consideration and research:

- How can governments be encouraged to do appropriate teacher planning? (Is there a distinction between the 'normal' demand for teachers and demand that results from previous bad planning?)
- What technical support and capacity is needed for the ICT initiatives, and do these initiatives require permanent or temporary human resources?
- One suggestion in the *Protocol* is for multiple-year education planning. How can this be better co-ordinated across countries, given the differing political time-frames across OECD and Commonwealth member countries?
- Who is responsible for the different aspects of *Protocol* implementation? There was discussion of the roles of Education Ministries and Ministries responsible for Internal Affairs with respect to visas and teacher unions. How can these responsibilities be shared and the work of these agencies be co-ordinated? What is the role and responsibility of private recruitment agencies?
- Many assumptions are made about good data, yet there is a call for further research in a number of areas. How can adequate data be obtained?
- Is it possible to standardise information that overseas trained teachers might need across the Commonwealth and distribute it to teachers upon arrival in their new countries?
- Are there other education models to learn from, such as visiting fellowships and sabbaticals that might inform teacher migration programmes? What are the underlying assumptions of these models?
- Can teachers be given a framework for computing the total cost of migration before they leave to work abroad? How can they prepare for and know in advance about issues such as QTS, adjustments in the cost of living and career prospects?
- Looking at the UK example, is it right to make it easier for teachers to get QTS or to establish qualification equivalences? In other words, the current QTS process indirectly encourages recruited teachers to stay longer.
- What is the role of civil society – and initiatives such as Teach for America? Are these initiatives working in support of or against the initiatives within the *Protocol*?

## Discussion

An open group discussion followed these presentations. Professor Williams commented on the value of the *Protocol*, but also raised issues relating to the need to balance the cost of training teachers. A key question remains as to how governments from poor countries can be recompensed at the same time as the individual retains their right to migrate. Dr Degazon-Johnson commented that there is still a major challenge in addressing this issue. Another dimension is the need to ensure that the

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recruitment agencies involved have heard of the *Protocol* and become aware of the guidelines. Recruiting countries must realise that they have an ethical and moral obligation to consider what the impact of recruitment on developing countries. In addition, teachers must understand the need for responsible recruitment and not to jump into contracts without checking them carefully. It remains true that there is still major movement of teachers, and if it is to be monitored there is a lot of work to be done.

Mr Edwards pointed out the importance of looking at the situation from a wider global standpoint. Teachers for All recommended spreading awareness of the *Protocol* and of encouraging teachers to think of their rights and countries to consider what migration means to their countries.

Ms Vigilance commented on a recent IMF study of managed migration across the Caribbean and compensation for lost talent. The conclusion of the study was that countries need to be compensated for the loss of skilled professionals and the need for a structured process for people who are migrating for a given number of years. She said that on both sides there was an absence of political will. Dr Laurent reported on a theory that there is need to ensure increased trading capacity within the island. One problem was that the agencies took a cynical approach.

Dr Miller expressed his concern that 97% of the teachers in his study had not heard of the *Protocol* before arriving in the UK, and is concerned that the governments of some countries do not do enough to raise awareness. Dr Bourne raised the issue that, perhaps, the awareness of the *Protocol* in some countries would help to encourage teachers to think more actively about going abroad.

Dr Degazon-Johnson concluded the conference by reviewing the Commonwealth Secretariat's agenda for the next two years in relation to the *Protocol*. Deeper implementation is planned. Teaching service commissions in the Pacific, for example, will serve as one mechanism to raise awareness. Further initiatives will take place in East Africa. She appealed to symposium participants to spread the word. She said that opportunities for collaboration in other areas, including case studies and country studies, would be welcomed by the Secretariat. The teachers' working group would continue to collect as much information as possible about exchange programmes and their effect and, in particular, to look at what affected practice. The group was also looking for assistance with this from other organisations, with a view to developing a model that was beneficial to all with potential for pan-Commonwealth implementation.

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## Notes

- 1 See R. Degazon-Johnson and R. Bourne, R., *Report on Future Actions requested by the Ministers of Education in the Commonwealth Teacher Recruitment Protocol*. London: Commonwealth Secretariat, 2006.
- 2 See W.J. Morgan, A. Sives, A. and S. Appleton, 'Teacher Mobility, "Brain Drain", Labour Markets and Educational Resources in the Commonwealth', DfID Educational Paper, No. 66. Essex, UK, 2006.
- 3 See I. Reid, *Commonwealth Teachers Speak. A Study of Experiences of Teachers Recruited in the Commonwealth*. London: Commonwealth Secretariat, 2006.
- 4 See [www.oecd.org/edu/eag2006](http://www.oecd.org/edu/eag2006)
- 5 See [www.oecd.org/edu/whatworks](http://www.oecd.org/edu/whatworks)
- 6 See [www.yepp-community.org](http://www.yepp-community.org)
- 7 I. Reid, op. cit.
- 8 Degazon-Johnson and Bourne, op. cit., p. 38.
- 9 P. Mishra, *Emigration and Brain Drain: Evidence from the Caribbean*. Washington, DC: IMF Western Hemisphere Department, 2006.
- 10 K. Johnson, K., 'How Immigration Reform Could Help Alleviate the Teacher Shortage', Backgrounder No. 1884. Washington, DC: The Heritage Foundation, 2005.

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## Organisational Websites

- Commonwealth Secretariat: <http://www.thecommonwealth.org>
- International Labour Organization (ILO): <http://www.ilo.org>
- National Academic Recognition Centre NARIC): <http://www.naric.org.uk/>
- National Union of Teachers (NUT): <http://www.teachers.org.uk/>
- Organization for American States (OAS): <http://www.oas.org>
- Organisation of Economic Co-operation and Development (OECD):  
<http://www.oecd.org>
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## Commonwealth Teacher Recruitment Protocol

### 1. Definitions

**Recruited Teacher:** a teacher who is recruited for service in a country other than his/her own.

**Recruiting country:** the country that is seeking to recruit, or succeeds in recruiting, teachers from other countries.

**Recruiting business/agency:** a business/agency that recruits teachers in one country (source country) for service in another (recruiting country).

**Source country:** the country from which teachers are recruited for service abroad.

**Organised recruitment:** a systematic targeted recruitment programme of teachers from another country.

**Clearance certificate:** A document from the appropriate authority of the source country which states that the recruited teacher has given the required notice and has complied with the terms and conditions of his/her contact of employment.

### 2. Introduction. Background and Purpose of the Protocol

#### 2.1 Background

2.1.1 For some time now a number of Commonwealth member countries have been deeply concerned at the loss of scarce professionals as a result of targeted recruitment programmes, a problem that has caused particular difficulties for small states. Such concerns, affecting the health and education sectors among others, have been voiced at Ministerial meetings and in the case of health have resulted in the Commonwealth Code of Practice for the International Recruitment of Health Workers, endorsed by Ministers of Health in May 2003.

2.1.2 Ministers are conscious of the potential opportunities for countries that are available through a structured and well-managed programme of teacher exchanges and of trade skills. It is acknowledged that recruited teacher mobility has great value. It can benefit individual teachers in their professional development as well as strengthen and enrich education systems.

2.1.3 However the recruitment of teachers must not be to the detriment of national education systems.

2.1.4 In May 2002 following large scale recruitment of teachers from Barbados, Guyana, Jamaica and Trinidad and Tobago, the Minister of Education of Jamaica, the Honourable Burchell Whiteman, requested the assistance of the Commonwealth in addressing the problem of teacher recruitment in the Caribbean. Caribbean Education Ministers agreed the Savannah Accord in Barbados in July 2002 and, among other things, asked the Commonwealth Secretariat to develop a draft Protocol for the recruitment of teachers. The

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draft prepared by the Secretariat was reviewed at a subsequent meeting of six Ministers of Education of Small States (The Gambia, Mauritius, Namibia, St Lucia, Samoa, Seychelles) who met in the Seychelles in March 2003. That meeting recommended that the revised version of the draft Protocol on Teacher Recruitment should be tabled at the Conference of Commonwealth Education Ministers scheduled in October 2003.

**2.1.5** Ministers of Education at the 15th Conference of Commonwealth Education Ministers held in Edinburgh, Scotland, from October 27th–30th 2003, discussed the critical issues of international teacher recruitment and viewed it as one of the most urgent issues to be addressed in 'closing the gap'. They affirmed the unique value of the Commonwealth recognising that it is ideally placed to share expertise, resources and best practices in education as a vital component of attaining the individual and collective goals for their countries, and they established a Working Group on Teacher Recruitment under the chairmanship of Deputy Secretary-General Winston Cox.

**2.1.6** The Working Group was asked to have a clear focus on the organised recruitment of teachers in the Commonwealth, taking into consideration, where relevant the related issues of teacher mobility, retention and development. The brief of the Working Group was to:

- develop appropriate and ethical codes of conduct;
- report to all Ministers by the end of April 2004; and
- finalise the document with the Ministerial Group by September 2004.

## **2.2 The Working Group**

**2.2.1** The countries represented at official level on the Working Group were Barbados, India, Jamaica, Lesotho, Mauritius, Nigeria, Papua New Guinea, St Lucia, Seychelles, South Africa, United Kingdom and Zambia.

**2.2.2** The following Commonwealth Civil Society and professional organisations were permanent observers of the group: The Commonwealth Teachers Grouping, The Commonwealth Consortium for Education and the Centre for Comparative Education Research, University of Nottingham.

**2.2.3** The first meeting of the Working Group in Maseru, Lesotho, was hosted by Deputy Prime Minister and Minister of Education and Training of Lesotho, the Honourable Lesao Lehohla on 23rd to 24th February 2004. The Terms of Reference were finalised and members were brought up to date on recent developments that had taken place to improve teacher retention and recruitment practice, an initial draft document was prepared for circulation.

## **2.3 Purpose of the Protocol**

**2.3.1** The Protocol aims to balance the rights of teachers to migrate internationally, on a temporary or permanent basis, against the need to protect the integrity of national education systems, and to prevent the exploitation of the scarce human resources of poor countries. The Protocol also seeks to safeguard the rights of recruited teachers and the conditions relating to their service in the recruiting country.

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- 2.3.2 In doing so, the Protocol seeks to promote the positive benefits which international teacher migration can bring and to facilitate the sharing of the common wealth of human resources that reside within the Commonwealth.
- 2.3.3 This document is similar in terms and purpose, content and status to the Commonwealth Code of Practice for health professionals. It holds moral authority on the matters it addresses. Within the context of the Commonwealth principles of co-operation and consensus, and within the framework of relevant international and other agreements, governments will subscribe to the Protocol and implement it, maintaining the integrity of their national education systems.
- 2.3.4 Although this Protocol does not hold any legal authority, all the member countries are encouraged to develop such regulations and legislation that are necessary to meet the commitments of the Protocol.

### 3 Definitions

- 3.1 It is the responsibility of the authorities in recruiting countries to manage domestic teacher supply and demand in a manner that limits the need for resort to organised recruitment in order to meet the normal demand for teachers. At the same time the right of any country to recruit teachers from wherever these may be obtained is recognised.
- 3.2 It is recognised that the organised recruitment of teachers may be detrimental to the education systems of source countries, and to the costly human resource investments they have made in teacher education. Recruiting and source countries should agree on mutually acceptable measures to mitigate any harmful impact of such recruitment. Where requested by source countries, recruiting and source countries shall enter into bi-lateral discussions and make every effort to reach an agreement which will provide for such measures. Consideration will be given to forms of assistance such as technical support for institutional strengthening, specific programmes for recruited teachers, and capacity building to increase the output of trained teachers in source countries.

#### Acceptable Recruiting Processes

- 3.3 Recruiting countries shall make every effort to ensure that departure of recruited teachers is avoided during the course of the academic year of the source country, to prevent the disruption of teaching programmes.
- 3.4 A recruiting country shall provide a source country all relevant information regarding the status of teachers recruited. This information should also be made available, without prejudice, to the Commonwealth Secretariat for monitoring purposes. Where such information is not available, Commonwealth countries are encouraged to develop mechanisms for this purpose.
- 3.5 Where required by source countries, recruiting countries shall make every effort to obtain a clearance certificate from a source country prior to any contract of employment being signed, and this shall not be unreasonably withheld.
- 3.6 A recruiting country should ensure the establishment of a complaints mech-

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anism and procedure in regard to recruitment to be made known to the teacher at the start of the process.

- 3.7 The government of any country which makes use of the service of a recruiting agency, directly or otherwise, shall develop and maintain a quality assurance system to ensure adherence to this Protocol and fair labour practices. The recruiting countries should ensure compliance. Where agencies do not adhere, they will be removed from the list of approved agencies.
- 3.8 The recruiting agency has an obligation to contact the intended source country in advance, and notify it of the agency's intentions. Recruiting countries will inform recruiting agencies of this obligation. Recruiting countries should inform source countries of any organised recruitment of teachers.
- 3.9 Prior agreement should be reached between the recruitment agency and the government of the source country, regarding means of recruitment, numbers, and adherence to the labour laws of the source country. Recruitment should be free from unfair discrimination and from any dishonest or misleading information, especially in regard to gender exploitation.

#### **Employment Conditions for Recruited Teachers**

- 3.10 Wherever appointed, recruited teachers shall enjoy employment conditions not less than those of national of similar status and occupying similar positions. The recruiting countries should also provide dedicated programmes to enable such teachers to achieve fully qualified status in accordance with any domestic requirements of the recruiting country.
- 3.11 The recruited teacher is bound and subject to rules of national labour law and is also governed by any legislation or administrative rules relating to permission to work and suitability to work with children in the recruiting country.
- 3.12 Further, where a complaints mechanism and procedure in relation to teachers' contracts of employment does not already exist in national legislation or administrative provision, one should be established for the purpose. The recruiting agency shall inform recruited teachers of the names and contact details of all teachers unions in recruiting countries.
- 3.13 Recruited teachers should be employed by a school or educational authority. Only schools and education authorities should obtain work permits to enable the employment of recruited teachers.
- 3.14 A recruiting country shall ensure that the newly recruited teachers are provided with adequate orientation and induction programmes, including cultural adjustment programmes, with a focus on the school and its environment.
- 3.15 As a targeted and responsive mode of reciprocation, bilateral agreements will provide for specific professional development opportunities or experiences for recruited teachers, who are about to return to the country of origin after a fixed term.

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#### **4. Rights and Responsibilities of Source Countries**

- 4.1 It is the responsibility of source countries to manage teacher supply and demand within the country, and in the context of organised recruitment. The country should have effective strategies to improve the attractiveness of teaching as a profession, and to ensure the recruitment and retention of qualified teachers in areas of strategic importance. Source countries should be advised of the necessity to establish policy frameworks which set out clear guidelines as to categories of teachers whose recruitment they will not support, in order to protect their most scarce resources.
- 4.2 Any country has the right to be informed of any organised recruitment of its teachers by or on behalf of other countries. There will be some circumstances in which a country may not be able to support the release of its teachers. If a country decides to refuse any organised recruitment, the recruiting country should be informed of such a decision. In these circumstances, at the request of the recruiting country, bilateral discussions should be held through which both countries should endeavour to reach agreement on recruitment. If agreement cannot be reached, countries have the right to determine their own position in regard to the organised recruitment of teachers.
- 4.3 The source country shall endeavour to respond to requests for approval to recruit within 30 days.
- 4.4 The source country should include within its terms and conditions of service for teachers. If not already in place, provisions that relate to release of teachers under international exchange and organised teacher recruitment arrangements, and to their re-integration into the source-country education system on their return from abroad.

#### **5. Rights and Responsibilities of the Recruited Teacher**

- 5.1 The recruited teacher has the right to transparency and full information regarding the contract of appointment. The minimum required information includes information (See [Protocol] Appendix 1) regarding complaints procedures.
- 5.2 Recruited teachers are in turn expected to show transparency in all dealings with their current and prospective employers, and to give adequate notice of resignation or requests for leave. Teachers also have a responsibility to inform themselves regarding all terms and conditions of current and future contracts of employment, and to comply with these.

#### **6. Monitoring and Evaluation**

- 6.1 The Commonwealth Secretariat should monitor the status of organised recruitment of teachers, including numbers, recruitment practices and effects, and evaluate the application of this Protocol, including the impact on developing countries, and report to Conferences of Commonwealth Education Ministers.
- 6.2 Education Ministers should undertake a regular review of the operation of the Protocol commencing at the 16th CCEM. The review should be informed

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by effective monitoring undertaken by education ministers in consultation with all stakeholders including the teacher unions and co-ordinated across the different regions of the Commonwealth.

6.3 [Protocol] Appendices 2, 3 and 4 illustrate obligations contained in international instruments for information purposes. [Protocol] Appendix 5 refers to the Dakar framework adopted by the World Education Forum 2000.

## 7. Future Action

7.1 Consistent with the terms of this Protocol, Ministers commit to establishing a working group to identify how teachers across the Commonwealth can have greater access to teaching in other Commonwealth countries as a significant continuing professional development activity. The working group shall include appropriate permanent observers from professional organisations and civil society.

7.2 Education Ministers request the Secretariat to establish a Working Group to investigate systems and criteria for assessment of equivalences of teacher qualifications and of professional registration status, where applicable, across the Commonwealth.

7.3 In order to fully understand the scale of teacher mobility within the Commonwealth, it is suggested that a comprehensive study of teacher flows is undertaken. This should include both organised teacher recruitment and the more informal modes of teacher migration. This study would complement and develop the work which has been completed by the Commonwealth Secretariat and that which is currently being undertaken by the University of Nottingham.

7.4 The Commonwealth shall, in collaboration with international organisation such as the ILO and UNESCO, seek to promote this protocol as an international standard of best practices in organised teacher recruitment.

### Protocol Appendix 1:

Minimum information to be provided in the course of recruitment prior to finalisation of any contract:

- Name and location of the school where the teacher is to serve.
- Brief description of the school.
- Accommodation arrangements for the teacher and cost implications.
- Transport arrangements and responsibility for transport costs.
- Work permit requirements and procedures.
- Clarity about terms and conditions of employment, including any deductions (for tax, insurance, superannuation or other purposes) from the gross salary offered; and rights of access of the employed teacher to social services and welfare benefits of the host country.
- Any provisions affecting the right of the teacher to be accompanied abroad by a spouse and dependants, including any assistance and allowances offered there

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with, rights of spouse to work in the recruiting country, and access of dependants to education and other services.

- Orientation and induction programmes offered to recruited teachers, including assistance with cultural adjustment.
- Regulations governing repatriation of earnings and other benefits.

### **Protocol Appendix 2**

#### **ARTICLES 13, 26 AND 29 OF THE INTERNATIONAL COVENANT ON ECONOMIC, SOCIAL AND CULTURAL RIGHTS**

##### **Article 13**

1. The States Parties to the present Covenant recognise the right of everyone to education. They agree that education shall be directed to the full development of the human personality and the sense of its dignity, and shall strengthen the respect for human rights and fundamental freedoms. They further agree that education shall enable all persons to participate effectively in a free society, promote understanding, tolerance and friendship among all nations and all racial, ethnic or religious groups, and further the activities of the United Nations for the maintenance of peace.
2. The States Parties to the present covenant recognise that, with a view to achieving the full realization of this right:
  - a. primary education shall be compulsory and available free to all;
  - b. secondary education in its different forms, including technical and vocational secondary education, shall be made generally available and accessible to all by every appropriate means, and in particular by the progressive introduction of free education.

### **Protocol Appendix 3**

#### **ARTICLE 26 OF THE UNIVERSAL DECLARATION ON HUMAN RIGHTS**

1. Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be made generally available and higher education shall be equally accessible to all on the basis of merit.
2. Education shall be directed to the full development of the human personality and to the strengthening of respect for human rights and fundamental freedoms. It shall promote understanding, tolerance and friendship among all nations, racial or religious groups, and shall further the activities of the United Nations for the maintenance of peace.

### **Protocol Appendix 4**

#### **ARTICLE 29 OF THE CONVENTION OF THE RIGHTS OF THE CHILD**

1. States parties agree that the education of the child shall be direct to:
  - a. the development of the child's personality, talents and mental and physical abilities to their fullest potential;

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- b. the development of respect for human rights and fundamental freedoms, and for the principles enshrined in the Charter of the United Nations;
  - c. the development of respect for the child's parents, his or her own cultural identity, language and values, for the national values of the country in which the child is living, the country from which he or she may originate, and for civilizations different from his or her own;
  - d. the preparation of the child for responsible life in a free society, in the spirit of understanding, peace, tolerance, equality of sexes, and friendship among all peoples, ethnic, national and religious groups and persons of indigenous origin;
  - e. the development of respect for the natural environment.
2. No part of the present article or article 28 shall be construed so as to interfere with the liberty of individuals and bodies to establish and direct educational institutions, subject always to the observance of the principles set forth in paragraph 1 of the present article, and to the requirements that the education given in such institutions shall conform to such minimum standards as may be laid down by the State.

#### **Protocol Appendix 5**

##### **EDUCATION FOR ALL COMMITMENTS – DAKAR 2000**

- Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.
- Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality.
- Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes.
- Achieving a 50 percent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.
- Eliminating gender disparities in primary and secondary education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality.
- Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

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## Appendix B

# Symposium Agenda

### Welcome and Introductions

Dr Roli Degazon-Johnson, Commonwealth Secretariat

### Session 1: Teacher Issues and Concerns in Europe and the Commonwealth

*Chair:* Dr Kimberly Ochs, London School of Economics and Political Science

*Panellists:* Dr Tracey Burns, OECD, Centre for Research and Innovation  
Mr William Ratterree, International Labour Organization

### Session 2: Insights into Current Research on the Teaching Force, Migration of Teachers and Recruitment in OECD and Commonwealth Countries

*Chair:* Mr William Ratterree, International Labour Organization

*Panellists:* Dr Roli Degazon-Johnson, Commonwealth Secretariat  
Mr Ben Jensen, OECD  
Dr Paul Miller, Recruited teacher working in the UK

### Session 3: The Status of Teacher Qualifications, Recognition and Professional Registration in OECD and Commonwealth Countries

*Chair:* Professor Peter Williams, Consortium for Education in the Commonwealth

*Panellists:* Dr James Keevy, South African Qualifications Authority  
Mr David Edwards, Organization of American States  
Dr Kimberly Ochs, London School of Economics and Political Science

### Session 4: Professional Development, Brain Gain, Brain Waste and their Implications for OECD and Commonwealth Countries

*Chair:* Ambassador Edwin Laurent, Economic Affairs Division, Commonwealth Secretariat

*Panellists:* Mr John Bangs, NUT Commonwealth Teachers Grouping  
Dr Carol Anne Spreen, University of Maryland  
Mr Francisco Benavides, OECD Centre for Research and Innovation

### Session 5: The 16CCEM Communiqué, the ILO/UNESCO Status of Teachers Recommendations, the *Commonwealth Teacher Recruitment Protocol* and the Way Forward

*Chair:* Dr Richard Bourne, formerly Commonwealth Policy Studies Unit

*Panellists:* Dr Roli Degazon-Johnson, Commonwealth Secretariat  
Mr William Ratterree, International Labour Organization  
Dr Kimberly Ochs, London School of Economics

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## Appendix C

### Symposium Participants

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## Appendix D

### Biographies of Participants

**John Bangs** studied Fine Art at Reading University under the tuition of Claude Rogers and Terry Frost RA. After gaining his degree, he completed a teaching course at Goldsmiths College and taught art and literacy at Bow Secondary School and Templars Special School, London. He has been Education Officer at the National Union of Teachers since 1990.

**Francisco Benavides** is a member of the Schooling for Tomorrow analysis team, where he is project manager of CERI's Emerging Models of Learning project. He also co-ordinates OECD/CERI's Spanish-language seminars and is a member of the analytical units of the New Millennium Learners and Teacher Training for Diversity projects. He holds a BA in International Relations from the Tech de Monterrey, Mexico (ITESM) and a Master's Degree in Political Sciences Development and Peace Studies from Sciences Po, Paris (IEP). He also has experience as a journalist at Grupo Reforma and has worked with development NGOs in France, US, Croatia, Mozambique and Mexico. He was awarded the Tech Academic Excellence Award (2000) and the Rotary World Peace Fellowship (2002–2004). He is currently co-ordinating the forthcoming CERI publication, *Emerging Models of Learning* (to be launched in autumn 2007) and the fourth Spanish-language seminar in Spain in November 2007.

Mr Benavides is the author of various articles in academic journals and has interviewed James Wolfensohn (former President of World Bank), Robert Mundell (winner of the 1999 Nobel Prize Winner for Economics), Paul Krugman (US economist), Louise Fréchette (UN Deputy Secretary-General), Poul Nielson (former European Commissioner for Development and Humanitarian Aid), Boris Trajkovski (former President of Macedonia), Jacques Julliard (Executive Director of *Le Nouvel Observateur*), Rigoberta Menchu (winner of the 1992 Nobel Peace Prize) and several federal and local Mexican Ministers, legislators, and economic and political leaders.

**Richard Bourne**, head of the CPSU from its foundation up to July 2005, is a Senior Fellow of the Institute of Commonwealth Studies. He has been involved in Commonwealth activities since the end of 1982 when he became Deputy Director of the Commonwealth Institute, Kensington, London. In 1989 he moved to establish the non-governmental Commonwealth Human Rights Initiative and in the 1990s he was a Special Adviser to the Commonwealth Secretariat for the Iwokrama Rainforest Programme in Guyana, held posts at Surrey University and the London Institute of Education, and ran the Commonwealth Non-Governmental Office for South Africa and Mozambique from 1995–97. He has written many reports and books, most recently *News on a Knife-Edge* (John Libbey, 1995), *Britain in the Commonwealth* (Royal Commonwealth Society/Commonwealth Secretariat, 1997) and, with colleagues, 'School-based understanding of human rights in four countries: a Commonwealth study' (Department for International Development Education Research Paper, No. 22).

**Tracey Burns** is a research and policy analyst for the CERI at the OECD. She previously worked on social determinants of health across the life-span with Charles Ungerleider Et Associates in Vancouver, Canada. As a post-doctoral Fellow at the University of British Columbia, Dr Burns led a hospital-based research team investigating newborn infants' responses to language. She is the author of numerous publications in international journals. She holds a BA from McGill University, Canada and a PhD from Northeastern University, USA, and is the recipient of academic awards and honours, including the American Psychological Association Dissertation Research Award and membership of the Honor Society of Phi Kappa Phi.

**Robert Cheesman** is Professional Assistant for Secondary Education at the NUT. He has

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worked in a range of policy areas related to the education of 11–19-year-olds. Since 2005 he has supported the NUT's international work, in particular in relation to issues impacting on the Commonwealth, including the professional development of teachers and teacher migration. Before joining the NUT, he worked at the Qualifications and Curriculum Authority and its predecessor the School Curriculum and Assessment Authority on assessment and examinations and the UK National Curriculum for Geography.

**Roli Degazon-Johnson** is an Adviser in the Education Section of the Commonwealth Secretariat. She has been responsible for the Commonwealth Secretariat's work on teacher mobility, recruitment and migration since 2002. She co-ordinated the Ministerial Working Group which developed the *Commonwealth Teacher Recruitment Protocol* and has conducted research, presented papers and co-authored publications on teacher mobility and retention, and the recruitment and migration of the highly-skilled.

**Bobbie Dohunso-Tetty** is a Programme Assistant in the Education Section of the Commonwealth Secretariat. Her duties entail meeting the Secretariat's objectives in the area of advancement in Commonwealth countries.

**David Edwards** works as an education specialist in the OAS Department of Education and Culture, where for the past six years he has assisted Ministries of Education in the Americas collaborate and share information about educational policies and programmes. In recent years his research has focused almost exclusively on South–South co-operation and teacher development issues, culminating last year in the launch of the Inter-American Teacher Educator Network, which he co-ordinates. Mr Edwards previously worked as a German teacher in rural Ohio; co-ordinated a centre for street kids in Cochabama, Bolivia; ran an NGO for orphans in La Paz, Bolivia; and obtained a Master's Degree in Education Planning and Social Policy from Harvard University. When he is not at the OAS, David works on his doctoral studies in International Education Policy at the University of Maryland, tries to meet deadlines for journal articles and teaches as an adjunct professor at George Washington University.

**Ben Jensen** is an analyst at the Indicators and Analysis Division in the Directorate for Education, OECD. His responsibilities focus on the development of TALIS, the OECD Teaching and Learning International Survey, and on the development of international indicators concerning the organisation and learning environment of schools. His work also includes analysis of the development of value-added models in education systems. Before joining the OECD, He worked in the Government of Victoria, Australia and the Melbourne Institute of Applied Economic and Social Research. His research there focused upon education policy, particularly concerning school financing arrangements and the role of community factors in educational attainment.

**James Keevy** is currently based in Pretoria, South Africa, where he works as a policy researcher for the South African Qualifications Authority. He has conducted and overseen numerous research projects that have been published and presented in various national and international forums. Most recently this has included a longitudinal comparative study on the impact of the South Africa National Qualifications Framework on education and training, co-authoring a concept paper for the establishment of the Southern African Development Community Qualifications Framework and research on teacher qualifications in the Commonwealth. His James's life vision is to contribute to the improvement of the quality of education and training, particularly in South and Southern Africa.

**Edwin Laurent** is currently Head of International Trade and Regional Co-operation in the Economic Affairs Division of the Commonwealth Secretariat. Ambassador Laurent has served as Special Envoy of Dominica, St Lucia and St Vincent and the Grenadines to the EU; Ambassador of the East Caribbean States to the EU; Ambassador of Saint Lucia to France,

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Germany and Belgium; Permanent Representative of Saint Lucia to the WTO, FAO and OPCW; Deputy High Commissioner, East Caribbean High Commission London; Permanent Secretary of the Ministry of Trade Industry and Tourism of Saint Lucia; and Assistant and then Principal Assistant Secretary, Ministry of Finance Saint Lucia. He studied at the University of the West Indies, the University of Manchester, Johns Hopkins University and the School of Advanced International Studies. He has published articles on various trade and commodity issues.

**Paul Washington Miller**, PhD, is an overseas trained teacher recruited to England from Jamaica. He is enrolled at the Institute of Education, University of London, where he is conducting research on England's 'brain gain' from the contributions of overseas trained teachers. Over the past two years, he has written about, published and given presentations on the recruitment and migration of OTTs, the challenges for OTTs gaining qualified teacher status and on issues of qualifications comparability

**Kimberly Ochs** is currently based in Germany as a TH Marshall Fellow at the London School of Economics and Political Science, where she is conducting research on the impact of migration on European education systems. She is also Research Fellow at the Department of Educational Studies, Oxford University, where she completed her doctorate in 2005. In 2003, she wrote *Teaching at Risk*, a report commissioned by the Commonwealth Secretariat.

**William Ratterree** has been the principal education sector specialist for the ILO since 1988. The ILO is the oldest UN specialised agency and its only tripartite organisation, giving governments, employers' organisations and workers'/trade union organisations equal policy-making powers. Mr Ratterree joined the ILO in 1979 from a Master's Degree programme in international studies in the United States. He was previously an organiser in teachers' unions. At the ILO he has also held positions in the International Labour Standards and Equality of Rights Departments. He is the author or editor of major ILO reports on teachers and teaching written for international ILO sectoral meetings (employment and working conditions of teachers, 1981; meeting the challenges of teaching in the 1990s, 1991; the impact of structural adjustment policies on education and teaching, 1996; and lifelong learning in the 21st century, 2000). He is also the Executive Secretary of the Joint ILO/UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel (CEART). Since 2004 he has been the principal organiser of ILO tripartite programmes on 'Teachers for the Future' and on HIV/AIDS policies in education sector workplaces.

**Jennifer Roberts** is a Research Officer with the Strategic Planning and Evaluation Division of the Commonwealth Secretariat. An established educational researcher in South Africa, she worked with a number of Commonwealth clients before joining the Secretariat. She is currently conducting a study and review for the Secretariat on the first round of the Commonwealth Education Good Practice programme.

**Carol Anne Spreen** is an Assistant Professor in the Department of Education Policy and Leadership at the University of Maryland. She holds a joint teaching position in the Organisational Leadership and Policy Studies and International Education Policy programmes. Her research, teaching and policy work focus on issues of teaching and teacher education, school reform and educational equity. Dr Spreen obtained a PhD in Comparative and International Education in 2001 from Teachers College, Columbia University. She also holds an M.Phil. in Educational Policy Studies from Teachers College, an M.Ed. in Instructional Leadership from the University of Illinois and a B.Ed. in International Education Development from the American University. Over the last decade she has conducted research on school reform and restructuring in over 300 public schools across the United States. She has served as a Resident Scholar, Research Associate, Program Evaluator and Technical Advisor for several of the nation's leading educational research centres. Internationally, she has worked with many educational development and planning organisations and assisted numerous

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schools, districts and educational Ministries around the world. Her current research centres on comparative and international studies of teacher education/professionalisation, educators' work and lives, the politics of education, school reform, educational rights and equity policy, and social justice and instruction of diverse learners.

**Constance Vigilance** is responsible for the Commonwealth Secretariat's advocacy work on behalf of small states. The current focus of her work includes economic resilience building in small states; promoting knowledge-based and service-oriented industries in small states; and promoting international partnerships to support their needs.

**Peter Williams** is currently Joint Deputy Executive Chairperson, Council for Education in the Commonwealth, Hon. Secretary of the Commonwealth Consortium for Education, and a member of the Education Committee, UK National Commission for UNESCO and chair of its Africa Working Group. He was previously Director, Human Resource Development Division at the Commonwealth Secretariat, 1984–94, and Professor of Education in Developing Countries, University of London Institute of Education. Previously he served as Education Planning Adviser to the Ministries of Education in Ghana and Kenya. He was originally trained in economics and social anthropology at King's College, Cambridge. Professor Williams has served on a number of national education commissions in Africa and has undertaken consultancies in a dozen or more Asian and African countries on education policy and planning. He is the author of several works on international student mobility, international education co-operation and educational planning, and teacher demand and supply, and of many consultancy reports. He was awarded the OBE in 2005 for services to international education and development.

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## Appendix E

### Notes on Organisations

The Centre for Educational Research and Innovation (CERI) was set up in 1968 as an independently funded programme by OECD member countries and other organisations. It has established an international reputation for pioneering educational research, opening up new fields for exploration and combining rigorous analysis with conceptual innovation. With more than 20 staff members, it is a major division of the OECD Directorate for Education.

<http://www.oecd.org/edu/ceri>

The International Labour Organization (ILO) is a UN specialised agency which seeks the promotion of social justice and internationally recognised human and labour rights. It was founded in 1919 and is the only surviving major creation of the Treaty of Versailles, which brought the League of Nations into being. It became the first specialised agency of the UN in 1946.

<http://www.ilo.org>

The Commonwealth Secretariat, established in 1965, is the main intergovernmental agency of the Commonwealth, facilitating consultation and co-operation among member governments and countries. The work of the Secretariat is guided by the decisions of Heads of Government and governing bodies. It responds to global developments and the needs of member countries and its activities are results-oriented.

<http://www.thecommonwealth.org>

The Organisation for Economic Co-operation and Development (OECD) groups 30 member countries sharing a commitment to democratic government and the market economy. With active relationships with some 70 other countries and economies, NGOs and civil society, it has a global reach. Best known for its publications and its statistics, its work covers economic and social issues from macroeconomics to trade, education, development and science and innovation. The OECD produces internationally agreed instruments, decisions and recommendations to promote rules of the game in areas where multilateral agreement is necessary for individual countries to make progress in a globalised economy. Sharing the benefits of growth is also crucial, as is shown in activities such as relations with emerging economies, and the promotion of sustainable development, territorial economy and aid.

[www.oecd.org](http://www.oecd.org)

The South African Qualifications Authority (SAQA) is a body of 29 members appointed by the Ministers of Education and Labour. The members are nominated by identified national stakeholders in education and training. The functions of the Authority are twofold: (1) To oversee the development of the National Qualifications Framework (NQF), by formulating and publishing policies and criteria for the registration of bodies responsible for establishing education and training standards or qualifications and for the accreditation of bodies responsible for monitoring and auditing achievements in terms of such standards and qualifications; and (2) to oversee the implementation of the NQF by ensuring the registration, accreditation and assignment of functions to the bodies referred to above, as well as the registration of national standards and qualifications on the framework. It must also take steps to ensure that provisions for accreditation are complied with and where appropriate, that registered standards and qualifications are internationally comparable.

<http://www.saqa.org.za/>

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The **Organization of American States (OAS)** brings together the nations of the western hemisphere to strengthen co-operation on democratic values, defend common interests and debate the major issues facing the region and the world. The OAS is the region's principal multilateral forum for strengthening democracy, promoting human rights and confronting shared problems such as poverty, terrorism, illegal drugs and corruption. It plays a leading role in carrying out mandates established by the hemisphere's leaders through the summits of the Americas. The OAS also has a regional teacher education project.

*[www.oas.org](http://www.oas.org)*





