



LETTER OF AGREEMENT

BETWEEN

THE COMMONWEALTH SECRETARIAT

AND

THE INTERNATIONAL LABOUR ORGANIZATION (ILO)

THE COMMONWEALTH SECRETARIAT (EDUCATION PROGRAMME)

AND

**THE INTERNATIONAL LABOUR ORGANIZATION (ILO),
REPRESENTED BY THE INTERNATIONAL LABOUR OFFICE
(SECTORAL ACTIVITIES PROGRAMME)**

RECALLING:

THE *UNITED NATIONS DECLARATION OF HUMAN RIGHTS* (1949) ARTICLES 13 AND 26 OF WHICH AFFIRM THAT ALL PEOPLE HAVE THE RIGHT TO AN EDUCATION AS WELL AS TO FREEDOM OF MOVEMENT,

RECOGNISING:

THE ESSENTIAL ROLE OF TEACHERS IN EDUCATIONAL ADVANCEMENT AND THE IMPORTANCE OF THEIR CONTRIBUTION TO THE DEVELOPMENT OF HUMANITY AND MODERN SOCIETY AS SET OUT IN *THE ILO/UNESCO RECOMMENDATION CONCERNING THE STATUS OF TEACHERS* (1966), THE RECOMMENDATIONS OF THE JOINT ILO/UNESCO COMMITTEE OF EXPERTS (CEART) AND BASIC RIGHTS ACCORDED TO TEACHERS BY FUNDAMENTAL INTERNATIONAL LABOUR STANDARDS OF THE ILO

NOTING:

THAT THE MILLENNIUM DEVELOPMENT GOAL OF ALL CHILDREN HAVING ACCESS TO A PRIMARY EDUCATION BY 2015 WILL BE UNACHIEVABLE IF THERE ARE NOT SUFFICIENT NUMBERS OF QUALIFIED AND DEDICATED TEACHERS IN ACCORDANCE WITH PROVISIONS OF THE ILO/UNESCO RECOMMENDATION

ACKNOWLEDGING:

THAT *THE COMMONWEALTH TEACHER RECRUITMENT PROTOCOL* (2004) CALLS FOR THE BALANCING OF THE RIGHTS OF THE TEACHER TO MIGRATE INTERNATIONALLY WITH THE NEED TO PROTECT THE INTEGRITY OF NATIONAL EDUCATION SYSTEMS AND TO PREVENT THE EXPLOITATION OF THE SCARCE HUMAN RESOURCES OF POOR COUNTRIES

GIVEN RECOMMENDATIONS EMERGING FROM:

- **THE *PRETORIA DECLARATION ON TEACHERS* (2005) ADOPTED BY THE SOUTHERN AFRICAN POLICY DIALOGUE FORUM ON TEACHERS FOR THE FUTURE CONVENED BY THE ILO, INCLUDING PARTICIPATION OF THE COMMONWEALTH SECRETARIAT**
- **THE *LA ROMAINE PLAN OF ACTION FOR CARIBBEAN TEACHERS* AGREED AT THE CARIBBEAN TEACHERS POLICY FORUM (2006), CONVENED BY THE COMMONWEALTH SECRETARIAT, IN COOPERATION WITH THE ILO**

THE ILO AND THE COMMONWEALTH SECRETARIAT COMMIT TO WORKING TOGETHER TO ADVANCE THE STATUS AND PROTECTION OF TEACHERS AND THE PROFESSION OF TEACHING IN THE INTEREST OF QUALITY EDUCATION WITHIN EACH ORGANIZATION'S MEMBER STATES, SPECIFICALLY:

- A. TO ADDRESS THE UNDERLYING CAUSES OF DEPLETION AND HIGH TURNOVER OF THIS VITAL HUMAN RESOURCE IN INDUSTRIALIZED AND POOR, DEVELOPING COUNTRIES ALIKE, AS EVIDENCED THROUGH RESIGNATION, EARLY RETIREMENT, CAREER CHANGE AND MIGRATION ACROSS NATIONAL BORDERS;**
- B. TO MUTUALLY WORK TOWARDS THE ELIMINATION OR REFORM OF POLICIES AND PRACTICES WHICH UNDERMINE A HIGH PROFESSIONAL AND MATERIAL STATUS OF TEACHERS, SUCH AS THOSE FOR THE EMPLOYMENT OF TEACHERS ON A "CONTRACTUAL" OR "VOLUNTARY" BASIS OR REDUCED PROFESSIONAL PREPARATION CONTRARY TO THE STANDARDS ESTABLISHED IN THE ILO/UNESCO RECOMMENDATION, 1966; AND**
- C. TO ADDRESS THE EXTENT OF TEACHER LOSS AND SCARCITY CAUSED BY THE IMPACT OF HIV/AIDS IN REGIONS SUCH AS THE CARIBBEAN AND SOUTHERN AFRICA, BY MEANS OF COMMONWEALTH EDUCATION PREVENTION AND ILO WORKPLACE PROGRAMMES**

TO THESE ENDS, BOTH ORGANIZATIONS WILL JOINTLY AND SEVERALLY SUPPORT AND INITIATE PROGRAMMES IN CONFORMITY WITH THE INTERNATIONAL STANDARDS PROMOTED BY THE TWO ORGANISATIONS TO DESIGN AND DEVELOP EFFORTS TO PROMOTE APPROPRIATE POLICIES FOR TEACHER RECRUITMENT, PROFESSIONAL DEVELOPMENT, RETENTION AND IN THE EVENT OF MIGRATION, RETURN STRATEGIES TO COUNTRIES OF ORIGIN, AND THEREBY TO AUGMENT LOW MORALE, TO INCREASE JOB SATISFACTION AND TO IMPROVE THE CONDITIONS IN WHICH TEACHERS' WORK IN THEIR COUNTRIES OF ORIGIN OR INTERNATIONALLY.

THE COMMONWEALTH SECRETARIAT AND THE ILO COMMIT THEIR SEVERAL AND JOINT INITIATIVES TO RESPECT FOR TEACHER RIGHTS AND RESPONSIBILITIES AS SET OUT IN THE ILO/UNESCO RECOMMENDATION, 1966, RELATED INTERNATIONAL LABOUR STANDARDS AND COMMONWEALTH PRINCIPLES DEFINED BY CONFERENCES OF COMMONWEALTH EDUCATION MINISTERS, NOTABLY THE COMMONWEALTH TEACHER RECRUITMENT PROTOCOL, INCLUDING THE FOLLOWING SPECIFIC PRINCIPLES AS GUIDELINES FOR ACTION:

- **NON-DISCRIMINATION IN EMPLOYMENT: IN THE INTERESTS OF CREATING EFFECTIVE AND ENABLING TEACHING/LEARNING (WORKING) ENVIRONMENTS, PROMOTING POLICIES AND PRACTICES WHICH ENSURE THAT THE EDUCATION AND ENSUING EMPLOYMENT OF TEACHERS, AT LOCAL, NATIONAL AND INTERNATIONAL LEVELS, SHOULD BE FREE FROM ANY FORM OF DISCRIMINATION ON GROUNDS OF RACE, COLOUR, SEX, GENDER, RELIGION, POLITICAL OPINION, NATIONAL OR SOCIAL ORIGIN OR ECONOMIC CONDITION.**
- **TEACHER STATUS: ENCOURAGING RECOGNITION BY AUTHORITIES IN MEMBER COUNTRIES THAT THE BEST MEANS OF OVERCOMING SHORTAGES OF TEACHERS AND OF ATTRACTING AND RETAINING QUALIFIED TEACHERS IN THE PROFESSION IS TO IMPROVE THEIR SOCIAL AND ECONOMIC STATUS, LIVING AND WORKING CONDITIONS, TERMS AND CONDITIONS OF EMPLOYMENT AND CAREER DEVELOPMENT OPPORTUNITIES.**
- **TEACHER MANAGEMENT: ENSURING THAT STRATEGIES TO MANAGE AND SUPERVISE TEACHERS SHOULD ENCOURAGE**

AND DEVELOP TEACHERS TO PRODUCE HIGH STANDARDS OF PERFORMANCE AND PROFESSIONAL CONDUCT AND NOT DIMINISH NOR DE-MOTIVATE THEM FROM DEMONSTRATING THEIR INITIATIVE, CREATIVITY AND SENSE OF RESPONSIBILITY CONSISTENT WITH INTERNATIONALLY RECOGNISED CONCEPTS OF ACADEMIC FREEDOM, TEACHER AUTONOMY AND RESPONSIBILITIES TO LEARNERS, PARENTS AND COMMUNITY MEMBERS.

- **TEACHER PREPARATION: ACCEPTING THAT WITH THE MOBILITY OF TEACHERS INTERNATIONALLY THERE IS AN URGENT NEED FOR TEACHER PREPARATION AND EDUCATION PROGRAMMES TO BE OF A HIGH STANDARD AND QUALITY NOTWITHSTANDING WHETHER THE PROGRAMME BE FOR PRIMARY, SECONDARY OR TERTIARY LEVELS OR IN CONDITIONS OF EMERGENCY.**
- **TEACHER QUALIFICATIONS: URGING THAT WITH INCREASING INTERNATIONAL RECRUITMENT AND MIGRATION OF TEACHERS, THE ROLE OF INTERNATIONAL RECOGNITION OF TEACHERS' QUALIFICATIONS AND PROFESSIONAL REGISTRATION STATUS BE ADVANCED AS THIS WILL LEAD TO THE RAISING OF THE STATUS OF THE PROFESSION GLOBALLY.**
- **TEACHER EXCHANGE AND PROFESSIONAL DEVELOPMENT: PROMOTING THE PRINCIPLE THAT TEACHERS WHO THROUGH THEIR PERSONAL AGENCY TRAVEL FOR STUDY OR WORK OVERSEAS SHOULD BE GIVEN ADEQUATE EMPLOYMENT PROTECTION IN THEIR CURRENT AND PROPOSED TEACHING POSITIONS.**
- **TRIPARTISM AND SOCIAL DIALOGUE: ENCOURAGING THE ACCEPTANCE IN ALL MEMBER STATES OF THE TWO ORGANIZATIONS THAT PRINCIPLES OF SOCIAL DIALOGUE AND TRIPARTISM AS PROMOTED BY THE ILO SHOULD GOVERN EDUCATION DECISION-MAKING, SPECIFICALLY THE PARTICIPATION OF MINISTRIES OF EDUCATION AND LABOUR, OTHER EMPLOYERS OF TEACHERS, PUBLIC OR PRIVATE, AND TEACHERS UNIONS AND AS APPROPRIATE ACCORDING TO THE ISSUES TO BE DISCUSSED, PROFESSIONAL BODIES, IN TRIPARTITE COLLABORATION TO ADDRESS IMPROVEMENT IN THE STATUS, PROTECTION AND RETENTION OF TEACHERS.**

THIS LETTER OF AGREEMENT IMPLIES NO FINANCIAL COMMITMENT TO THE IMPLEMENTATION OF ANY JOINT OR SEPARATE ACTIVITIES ON THE PART EITHER OF THE COMMONWEALTH SECRETARIAT OR OF THE ILO EXCEPT AS MUTUALLY DECIDED BY AN ANNUAL REVIEW MECHANISM SET OUT BELOW. ANY SUCH COMMITMENTS WILL BE MADE IN ACCORDANCE WITH THE RESPECTIVE PROGRAMME AND BUDGETARY RULES OF EACH ORGANIZATION.

TO GIVE EFFECT TO THIS LETTER OF AGREEMENT, THE COMMONWEALTH SECRETARIAT AND THE ILO WILL ESTABLISH THE APPROPRIATE JOINT PLANNING MECHANISM FOR THE DESIGN, IMPLEMENTATION AND REVIEW OF JOINT ACTIVITIES, AND EXCHANGE OF INFORMATION ON SEPARATE INITIATIVES OF EACH ORGANIZATION. IT IS EXPECTED THAT A MEETING OF PROGRAMME OFFICIALS OF BOTH ORGANIZATIONS WILL BE HELD AT LEAST ONCE A YEAR, ALTERNATIVELY IN LONDON AND IN GENEVA, TO REVIEW IMPLEMENTATION OF THIS LETTER OF AGREEMENT.

THE COMMONWEALTH SECRETARIAT AND THE ILO MAY CONSIDER EXTENDING THIS CO-OPERATION TO OTHER COMMON AREAS OF INTEREST IN THE FORM OF A MEMORANDUM OF UNDERSTANDING, TO BE EXAMINED AT A TIME APPROPRIATE TO BOTH PARTIES.

SIGNED AT:.....

THIS.....DAY OF.....2006

**FOR THE
COMMONWEALTH SECRETARIAT**

**FOR THE
INTERNATIONAL
LABOUR
ORGANIZATION**

SIGNATURE:

SIGNATURE:.....

NAME: MS ANN KEELING

NAME: LORD WILLIAM BRETT

TITLE: DIRECTOR

TITLE: DIRECTOR

**ANNEX A: THE ILO/UNESCO RECOMMENDATION CONCERNING
THE STATUS OF TEACHERS, 1966**

ANNEX B:

THE COMMONWEALTH TEACHER RECRUITMENT PROTOCOL

**PROTOCOL
FOR THE
RECRUITMENT OF COMMONWEALTH
TEACHERS**

**ADOPTED BY
MINISTERS OF EDUCATION
AT
STOKE ROCHFORD HALL CONFERENCE CENTRE
LINCOLNSHIRE, UNITED KINGDOM
SEPTEMBER 1ST, 2004**

**THE COMMONWEALTH TEACHER RECRUITMENT
PROTOCOL
WAS
ADOPTED BY
MINISTERS OF EDUCATION
AT
STOKE ROCHFORD HALL CONFERENCE CENTRE
LINCOLNSHIRE, UNITED KINGDOM
SEPTEMBER 1ST, 2004
At 6:12pm**

**Motion moved by the Minister of Education of Jamaica,
Hon. Maxine Henry Wilson
Seconded by the Minister for Higher Education of the United Kingdom,
Hon. Alan Johnson**

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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 contract of employment.

2. Introduction

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 in 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 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 a 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 This 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.

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 of 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 this Protocol.

3. Rights and Responsibilities of Recruiting Countries

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.

GOOD PRACTICE TEXT BOX – ST LUCIA

Recruitment Policy

Since 1997, the Ministry of Education , Human Resource Development, Youth & Sports of St. Lucia changed its approach to the recruitment of Caribbean - especially Guyanese teachers - for its secondary schools. The new policy debarred poaching from Guyanese schools and instituted the following measures (in collaboration with the Resident Consul for Guyana):

- Caribbean teachers are no longer be recruited from within their countries but from among Caribbean residents in St. Lucia or among teachers applying from a St. Lucian address;
- Recruited teachers are given 2 year contracts that would remove the year to year uncertainty over the continuation of their status.
- Notification of continuing status must be done at least 3 months in advance of the date;
- Institution of better systems for the planning of school staffing, including projection of completion and reinstatement dates for nationals returning from higher education study

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 to 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 mechanism 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 services 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.

Good Practice Text Box: United Kingdom

THE QUALITY MARK

The Quality Mark is an initiative begun in 2002 to improve the standards of supply teachers for both supply teachers and the schools that use them.

The Quality Mark sets the minimum standards for agencies and local education authorities (LEAs) to reach in such areas as the way they recruit and interview supply teachers, the way they check and manage their supply teachers and the way they stay at the forefront of changes in the teaching sector. The main objectives of the Quality Mark are:

- To recognise private sector supply agencies and LEAs who are able to demonstrate that they meet standards of good practice in recruiting, managing and providing supply teachers for schools;
- To enable schools and temporary teachers to feel confident about the quality of the agencies and LEAs with which they are dealing;
- To raise the standards and status of supply teaching; and
- To recognise the contributions made by supply teachers, agencies and LEAs in supporting schools.

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 nationals 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.

3.1.1 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.

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.

GOOD PRACTICE TEXT BOX – The Seychelles

Teacher Retention

Against a background of on-going recruitment of teachers to work outside their home countries and as part of the national strategy to retain teachers and sustain the qualitative development of the national education system, the Ministry of Education and Youth has recently set up a teacher retention committee mandated to consider ways and means to better promote teacher retention issues being addressed by the committee. These include:

- **Attracting a sufficient number of able and motivated young people to the teaching profession**
- **Facilitating development of the careers of teachers**
- **Reviewing salaries and conditions of service**
- **Giving incentives to enhance self-esteem and teacher image.**

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.

GOOD PRACTICE TEXT BOX – BARBADOS:

Education Policy

Barbados has established a policy framework which indicates the categories of teachers who will not be granted leave if recruited and the number of teachers to whom leave will be granted in any one year. These include persons who have received specialist training, persons teaching in areas where skills are in short supply, persons who are bonded and persons who have returned from similar leave or secondments within a given period.

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 (see Appendix 1) includes information 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 of Education Ministers.

6.2 Education Ministers should undertake a regular review of the operation of the Protocol commencing at the 16CCEM. The review should be informed by effective monitoring undertaken by education ministries in consultation with all stakeholders including the teacher unions and co-ordinated across the different regions of the Commonwealth.

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

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 should include appropriate permanent observers from professional organisations and civil society.

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 such 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 organisations such as such as the ILO and UNESCO, seek to promote this protocol as an international standard of best practice in organised teacher recruitment.

APPENDICES

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 therewith, 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.

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.

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.

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 directed to:
 - (a) the development of the child's personality, talents and mental and physical abilities to their fullest potential;
 - (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.

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.

ANNEX C



Southern African Policy Dialogue Forum on Teachers for the Future

**Pretoria, Republic of South Africa
8 December 2005**

The Pretoria Declaration on Teachers

Preamble

1. Government, teacher union and private sector employer representatives from 13 Southern African Development Community (SADC) countries and Nigeria met in a Policy Dialogue Forum held in Pretoria, Republic of South Africa, 6-8 December 2005, under the auspices of an International Labour Organization (ILO) initiated programme on teacher shortages and Education for All (EFA).
2. The Forum considered extensive research and analytical work on the principal theme that had been directed by tripartite or bipartite national steering groups from four countries participating in the programme since 2004, Lesotho, Mauritius, Nigeria, South Africa, relevant experiences and policies of 10 other SADC countries, namely, Angola, Botswana, Democratic Republic of the Congo (DRC), Malawi, Mozambique, Namibia, Swaziland, Tanzania, Zambia and Zimbabwe, plus those of international and regional organizations – ILO, UNESCO, Education International, the Organisation for Economic Cooperation and Development (OECD), Commonwealth Secretariat and SADC.
3. After careful consideration, the Forum unanimously adopted this day, 8 December, the ***Pretoria Declaration on Teachers***, and recommends its provisions for consideration by the SADC Ministers of Education, by the Minister of Education of Nigeria and by the Education Ministers of other African States convened in Addis Ababa, January 2006.

General observations

4. Teachers make the difference in quality education for all: sufficient numbers of well-qualified, adequately remunerated and highly motivated and professional teachers are the key to realizing quality Education for All (EFA) and MDG goals.
5. Teacher shortages are a threat to our education goals: quantitative and qualitative shortages, current and potential, represent one of the greatest challenges to our national objectives, and require urgent policy solutions to ensure access, equity, and quality in education.

6. The education systems, structures and cultures of each participating country are different, and the solutions to shortages of qualified teachers must take account of national conditions.

7. Adopting and applying solutions to challenges in this area requires a partnership of the major actors involved in this Forum, namely Governments, principally Ministries of Education and Teaching Service Commissions who are the main employer of teachers, teacher unions and private sector school employers, plus other stakeholders, to work out solutions on the basis of social dialogue enshrined in international labour standards and principles and the ILO/UNESCO Recommendation concerning the Status of Teachers, 1966. Meaningful social dialogue is based on respect for and application of relevant ILO Conventions.

Governance and finance

8. SADC countries and Nigeria are advised to review and improve governance and management tools applicable to education systems.

9. Given the relative under-spending on education in many sub-Saharan African countries, consideration should be given to establishing a common benchmark on education expenditure, for example, at 5-6 percent of GDP. At the same time, education authorities should examine internal efficiency measures to ensure that education investments are effectively utilized.

10. A costing exercise should be undertaken to quantify the teacher resources needed to meet the EFA goals by 2015, including expansion at secondary and tertiary levels where appropriate. The Forum recommends the establishment of working groups within SADC and other regional forums to undertake more intensive research in this area.

11. In order to supplement public resources for education, effective and efficient public-private sector partnerships need to be developed within a clearly defined regulatory framework.

Teaching profession profiles and deployment

12. At present, teacher supply and demand differs by country: a shortage exists in some countries, resulting from demographic pressures and the impact of factors such as HIV and AIDS, whereas there is no shortage or even a surplus of teachers overall in others. However, all countries agree on the need for a comprehensive and easily usable Education Management Information System (EMIS), including gender-disaggregated data, to be developed and used by education employers as a planning tool for the future. Education Ministries, Teaching Service Commissions and teacher education institutions, in partnership with teacher unions and private sector employers, need to invest in the development of this tool as a matter of priority.

13. Recruitment and retention of qualified teachers in positions in rural, remote and geographically challenged areas, increasingly in difficult urban zones of many countries and for chronic shortage subjects, e.g. maths, sciences, ICT, some languages, are one of our greatest challenges. Policy solutions advocated by Forum countries include:

- a) targeted, material incentive schemes, which are equitable and efficient; and

- b) greater provision of evaluation and continual professional development opportunities for teachers operating in these areas so as to cope with isolation, challenges of multi-grade schools and difficult work environments.

14. In the framework of increasing feminization of teaching in Forum countries according to available statistics, targeted human resource strategies and measures should be adopted to ensure more gender balance through:

- a) targeting recruitment of male teachers according to identified needs in under-represented levels or subjects, with particular attention to primary education;
- b) capacity building efforts and other measures, so as to realize greater equality of opportunity for qualified female teachers enabling them to acquire management responsibilities; and
- c) the application of concepts of equal pay for work of equal value and content.

15. To address the concerns of some Forum countries with an imbalance in age profiles, i.e. the departure of large numbers of older experienced teachers and the recruitment of many younger, inexperienced teachers, especially in rural areas, EMIS should be used to target and develop recruitment and incentive packages to achieve a balance in the age structure of the teaching profession.

Attracting and recruiting quality teachers: teacher education and professional development

16. The large number of unqualified and under-qualified teachers in many countries, and persistent shortages in others, require the development of a national teacher education and professional development strategy. Such a strategy may include the following elements:

- a) emphasis on fixed targets and timelines for qualifying all current and prospective teachers to nationally defined standards;
- b) the expansion of teacher education institutions;
- c) the reform of teacher training to meet changing teaching and learning needs and roles of teachers;
- d) targeted recruitment of young teachers in critical subjects, e.g. maths, sciences and ICT, including through bursaries; and
- e) development of teacher resource centres for professional development.

Some countries have lowered teacher training standards so as to meet universal basic education goals. Such measures should be considered provisional and phased out in the shortest possible time.

17. As part of national teacher training strategies, more investments and a comprehensive continual professional development (in-service) programme for all teachers should be established as a priority in all countries. An investment/funding target of 1% minimum of the teacher payroll per annum is recommended as a benchmark.

18. Countries are advised to create a teachers' council or equivalent institution, which includes practising teachers, both public and private, and their representatives. These institutions are designed to set, apply and monitor professional standards through the licensing of all teachers. Codes of conduct or ethics governing professional responsibilities of teachers should be developed where they do not exist, and effectively applied.

19. Teacher training and curricular development in appropriate languages should assume a higher priority, to ensure basic literacy and numeracy of all learners, especially in rural areas beginning in the early years of primary education.

20. To improve the visibility and intrinsic value attached to the teaching profession, countries should undertake sustained media and other publicity campaigns, establish and promote teacher awards and organize activities around World Teachers' Day, which is 5 October. This should ideally become a work-free day for teachers.

Employment, careers, teaching and learning conditions

21. Teacher remuneration and social security benefits are among the most important factors in the recruitment and retention of quality teachers. Remuneration systems should balance the constraints of government financial capacity, as well as personnel and non-personnel budget allocations, the signals that salary levels send to individuals who are considering teaching with regard to the value that the country attaches to the teaching profession, and the need to compare favourably with remuneration in other occupations with similar qualifications and job profiles.

22. Payroll management needs to be strengthened to ensure timely and direct payment of teacher salaries to avoid absenteeism and low morale.

23. Countries should review and adapt their teacher career structures so as to provide meaningful and diversified career opportunities for teachers, including advanced-skills teacher positions. As part of redesigning teacher recruitment procedures, Forum countries are advised to implement a mentoring programme for all new teachers.

24. New career development or performance management systems may be employed to encourage greater rewards for innovation, quality teaching and learning outcomes and continual professional development, provided that they follow basic principles of international standards: a) they are the subject of consultations or negotiations with teacher unions representing the collective voices of teachers; b) are transparent and applied using the best available objective criteria; and c) are subject to change upon application.

25. Class sizes should be set at levels that allow for the maximum individual instruction between teachers and learners. A useful benchmark for countries with excessive average class sizes would be 40 learners in a classroom. For those countries with more capacity and need to develop higher levels of learning, a benchmark of 30 or less learners per teacher in a classroom should be considered an ideal target, especially in early years' education.

26. Despite budgetary constraints in many countries, more investment in the infrastructure and new pedagogical approaches, including the use of ICT by teachers in their work, is urgently needed.

27. To address the severe impact of HIV and AIDS on the teaching profession in most countries of the Forum, education systems should put into place a national and institutional workplace strategy for education. The joint ILO/UNESCO programme on improving responses to HIV and AIDS in education sector workplaces could assist.

Social dialogue and participatory decision-making

28. Teachers need to be closely associated with the adoption and implementation of educational policies to ensure their ownership and therefore effective application. To this

end, SADC countries and Nigeria which do not already have an institutionalized structure for social dialogue between education employers and teachers by means of regular information sharing, consultation on policy issues and negotiation of employment and working conditions should develop such structures as a matter of priority, to also include dispute resolution mechanisms. The mechanisms and experiences of South Africa's Education Labour Relations Council are recommended as a model. The technical assistance of the ILO may also be sought to help elaborate appropriate institutions and application of their mechanisms.

29. Effective partnerships which provide links between schools, teachers and parents in primary education, between students and parents in secondary education, and between community actors, need to be further developed in ways that do not undercut the professional responsibilities of teachers. Adoption of a national policy is recommended.

Regional and national mobility and migration: Qualifications frameworks

30. SADC countries and Nigeria should advance current efforts to design and implement a mutually beneficial teacher mobility framework for qualification recognition, licensing and recruitment of teachers across national borders. The migration of teachers could be managed through providing opportunities for teacher exchanges or allowing teachers to take unpaid leave or other work arrangements to teach in other countries. Education authorities need to assess more carefully the scope and impact of teacher mobility on education and adopt policy solutions to maximize benefits and minimize negative impacts. The Forum case study recommendations may be considered in this regard.

31. Forum countries are urged to quickly put into place national qualifications frameworks as a foundation for a regional one. Such frameworks should respect the needs and interests of all countries and individual teachers, using the Commonwealth Teacher Recruitment Protocol as a development model.

ANNEX D

The La Romaine Plan of Action for Caribbean Teachers

Agreed April 6th, 2006

A tri-partite policy dialogue Forum hosted by the Minister of Education, Trinidad and Tobago with support from the Commonwealth Secretariat in collaboration with the International Labour Organization was held at the Paria Suites Hotel in La Romaine, Trinidad and Tobago from April 4 to 6, 2006. “The status of teachers in achieving quality education for all (EFA)” was the theme of the Forum. Areas of focus included: teachers and the quality imperative in education, assessing teacher shortages, and exploring policy options and innovations. Delegates proposed options for regional policy planning to meet EFA challenges by 2015 specifically in relation to the retention and protection of Caribbean teachers.

Ninety delegates representing Ministries of Education and Labour, Teacher Education Institutions, Teachers Unions and Employers organizations from twelve Commonwealth Caribbean countries worked with experts from the United Kingdom, Canada, Switzerland, Africa, the University of the West Indies, the University of the Southern Caribbean, CARICOM Secretariat, Caribbean Development Bank and the Organization of American States to agree on the following Agenda for Action.

1. Promote high standards for teacher education and teacher performance by:
 - a. establishing regional and national teaching councils to monitor, direct and advise on the development and maintenance of standards for teaching and teacher education.
 - b. ensuring that teachers and teacher representatives participate in the process that culminates with the acceptance of the standards.

2. Institutionalize social dialogue by creating and strengthening the most appropriate national mechanisms, notably with regard to consultation and information sharing amongst the following:
 - a. Ministries (Education and other relevant ministries), Teachers Unions, Parent Teacher Associations, school boards/committees/ local school authorities, teacher education institutions, NGOs, the private sector, teachers and students, and in regards to
 - b. negotiations/collective bargaining on terms and conditions of employment between employers (public and private) and teacher unions.
 - c. In the process of institutionalization of social dialogue the following principles should be respected:
 - i. rights and responsibilities clearly outlined
 - ii. trust between the parties established
 - iii. inclusive discussion of all issues ensured.

3. Build and expand Strategic Alliances with a number of partners including other government ministries and the Diaspora community by:
 - a. strengthening coordination among relevant ministries using a multi-sectoral approach
 - b. defining cross-cutting issues
 - c. establishing standing committees
 - d. generating political will.
4. Work towards the improvement of the teaching profession so as to achieve world class status for Caribbean teachers, in both public and private schools, guided by international standards. In order to operationalize this principle the following areas should be dealt with as priority:
 - a. develop teachers including principals/administrators as leaders in the transformation of schools and communities and use the school as the training ground to effect these changes, develop communities of learning and school community relationships
 - b. develop teacher education curriculum that emphasizes the core values and ethics of the profession
 - c. create a Caribbean Code of Professional Ethics/Conduct and registry of teachers
 - d. encourage all teachers to seek to achieve the highest possible standards in all their professional work
 - e. establish more diverse career pathways for teachers.
5. Employ appropriate measures to recruit and retain sufficient numbers of qualified teachers in the profession by:
 - a. providing compensation comparable to other occupations with similar qualifications and professional requirements
 - b. adjusting compensation periodically in order to meet the cost of living
 - c. developing and implementing incentive programmes for teachers
 - d. ensuring good teaching and learning conditions including adequate teacher support, a safe and secure working environment and opportunities for Continuing Professional Development (CPD).
6. Invest at least 6% of GDP in education. A significant portion of such investments should be targeted towards teaching, teacher education and education infrastructure.
7. Initiate and sustain research and development programmes within, but not limited to the following areas:
 - a. teacher retention
 - b. the impact of HIV-AIDS on the education sector
 - c. feminization of teaching
 - d. CARICOM Single Market and Economy and its impact on the education sector
 - e. evolving roles and responsibilities of the teacher
 - f. changing demographics of student population.
8. Plan for and ensure a constant supply of high quality teachers to meet the needs of education systems through appropriate human resource policies (HRP) that include:

- a. comprehensive, user-friendly and updated Education Management Information System (EMIS) and Labour Market Information System (LMIS)
 - b. gender, age and geographical balance with the deployment of teachers
 - c. a clearly-defined succession plan
 - d. Human Resource Management training as a prerequisite for school administrators.
9. Promote the observance/application of international frameworks, protocols and recommendations such as:
- a. The ILO/UNESCO Recommendation concerning the Status of Teachers, 1966
 - b. Education for All in the Americas: Regional framework for Action (2000)
 - c. The Commonwealth Protocol for Teacher Recruitment 2004

Participants are encouraged to advance this Plan of Action through consultation with stakeholders including the Employers Confederation, the PTAs, the Unions and the Ministries of Education and Labour. We request that this Plan be tabled at the upcoming meeting of the CARICOM Council of Human and Social Development (COHSOD).